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ABSTRACT

This digest explores the possibilities of cost reduction in extending the coverage and upgrading the quality of preschool education especially in developing countries. The digest also seeks to highlight the importance of community participation in developing and managing preschool institutions and programs. Chapters cover the following topics: the overall scene; the case for preschooling; qualitative improvement with the possibility of cost reduction; measuring the quality of preschool education; improving management of early childhood care and education; improving institutional and program management by means of community participation; developmental research, with case studies from Malaysia and Turkey; the need to strengthen monitoring and evaluation; the "central message," or main conclusions, of efforts to develop more relevant and culturally sensitive forms of early childhood education, with two examples: an experimental Colombian effort at cooperative child care in the community; and the Indian experience with Balwadis. The final chapter briefly discusses various possible roles that international aid might play in the creation and development of viable, culturally sensitive preschool education programs in developing countries. (RH)

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

The following are the titles in the series of five Digests on Early Childhood Care and Education:

Digest No. I	*Our Future is in Our Children: The Case for Early Childhood Care and Education*
Digest No. II	*Battling Costs for Quality and Quantity: Emerging Responses in Early Childhood Care and Education*
Digest No. III	*Zero through Six: Le[illegible] and Growing; What we Know [illegible] Very Young Child*
Digest No. IV	*Towards an Open Learning Environment for the Young Child: Some Principles, Practices and Issues in Curriculum Planning*
Digest No. V	*Preparing to Help the Young Child Learn and Grow: Training ECCE Personnel*

NOTES, COMMENTS... (CHILD, FAMILY, COMMUNITY)

Digest No. II

Battling Costs for Quality and Quantity: Emerging Responses in Early Childhood Care and Education

by Veda Prakasha
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with UNICEF and WFP

UNESCO/UNICEF
CO-OPERATIVE PROGRAMME
UNESCO, PARIS

ED/83/WS/120

Dear Colleague,

Battling Costs for Quality and Quantity - Emerging Responses in Pre-school Education is the second in the series of Digests on ECCE. The first, called "Our Future is in our Children" made a case for early childhood care and education. This second Digest is aimed at exploring possibilities of cost reduction in extending the coverage and upgrading the quality of pre-school education. It also seeks to highlight the importance of community participation in developing and managing pre-school institutions and programmes. It concludes with a brief section on what international co-operation could achieve in this very important area.

Needless to add the views and opinions expressed in the Digest are those of the authors of the original documents, or of the author of the Digest, and do not necessarily reflect those of Unesco.

This Digest is based on the relevant pre-school issues of the"Notes, Comments...(Child, Family, Community) New Series" and the following two documents:

- *Planning Early Childhood Care and Education in Developing Countries by Alastair Heron, International Institute for Educational Planning, Paris, 1979;*
- *World Survey of Pre-school Education by Gaston Mialaret, Educational Studies and Documents, No. 18, Unesco, Paris, 1976.*

One of the main functions of the Unit for Co-operation with UNICEF and WFP is to collect and disseminate information on shareable experiences in ECCE. Of special interest are "no-cost" or "low-cost" interventions utilizing home- and community-based resources. Readers with experience in or knowledge of such interventions will make a significant contribution to the efforts of Unesco and UNICEF if they send us a write-up with whatever available material. If time

and other constraints do not permit a "finished" article to be prepared, the Unit could draft one and send it to you for approval before publication in "Notes, Comments..." (Child, Family, Community) New Series.

Our grateful thanks go to the authors of the papers and studies for allowing us to use their materials. While references are given to all quotations from published works in the form of footnotes, extracts from "Notes, Comments..." (Child, Family, Community) New Series are identified with numbers relating to references in Appendix II.

Looking forward to your continuing co-operation,

Ananda W.P. Guruge
Chief
Unit for Co-operation with
UNICEF and WFP
Education Sector

29 July 1983

N.B. We are most grateful to both the Unesco Phototheque and the Bernard van Leer Foundation for having furnished the photographs featured in the Digest.

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I

THE OVERALL SCENE

The general picture regarding early childhood education, in most developing countries, is one of considerable confusion in policies, goals, strategies, implementation of plans, management aspects, and other dimensions of action for the socially or economically disadvantaged child. Simultaneously, at least the beginnings of systematic action in the context of total socio-economic development and egalitarian principles are also visible in almost all the developing countries in the region. A few of these countries have indeed established nationwide programmes of service to the young child, including early childhood education, as integral components of a national development effort focused on all ages in the population.(1)

Low priority

Although pre-school education in the developing countries is still in its infancy, the three key questions their policy-makers, planners and administrators are already facing are no different from the questions facing their opposite numbers in the developed countries:

(1) *What are the most effective strategies to increase the coverage of pre-school services, at least to those sections of the population which are most urgently in need of such services? The principal issue here is one of costs.*

(2) *What are the most practical ways, given the existing resource and manpower constraints of developing economies, to upgrade the quality of the present and planned pre-school services? The main issue here is one of relevance to the cultural background of the child, on the one hand, and to his present and future developmental needs on the other.*

(3) *While in many places it may be somewhat premature and unrealistic to subject the existing pre-school services to systematic evaluation and to apply to them the conventional tests of cost-effectiveness, it is never too early to enquire: how can their management, in the sense of planning and administration, be improved or made more effective? Among others the two problems needing particular consideration here are (i) control and co-ordination; and (ii) institutional management.*

But where are the funds, someone is bound to ask, to expand pre-school education to upgrade its quality or to make its administration more efficient in the Third World countries? Developing nations do not have resources even to meet the needs of their high priority programmes such as control of high rates of infantile mortality, universalization of primary education or the elimination of illiteracy; how can they be expected to meet the costs of pre-school education to which only a low priority is generally assigned?

Is pre-school education really a low-priority programme? Of course we do recognize that in considering the cost aspects of pre-school education we are operating from a very weak base indeed. As pre-school programmes in developing countries are still in an early phase of development, understandably there has not been much scope for or an interest in this aspect of the matter so far. Very little can be said about the cost aspects of pre-school education at this stage beyond a few tentative generalizations: that government-run, professionally-staffed programmes are generally more expensive than local community-based programmes involving volunteers; that most pilot projects are too expensive to replicate; and that hidden costs associated with foreign donations of food or services, or even with the time of "volunteers" can be high and hard to sustain.

But perhaps before examining the matter further we should first offer a few remarks on the present status and

inadequacies of pre-school education in the Third World.

Inadequacy of expansion

The first thing even a casual observer will not fail to notice in the contemporary pre-school service is the utter quantitative inadequacy of the present scales of provision in the developing countries. In the absence of reliable statistical data, it is not possible to offer with confidence any precise quantitative estimates of participation rates of children in the age group 0-6; even so it is a safe bet that in most Third World countries the enrolments rarely touch the 10% level; in some they may be as low as 5%, 1% or even less indicating that for large sections of the population living in these countries, the provision of devices can at best be said to have barely begun!

In spite of some glaring gaps in its data, the following table, which was considered at a UNICEF seminar on services for pre-school children held in Mauritius in November 1979, gives some idea of the prevailing pre-school situation in the East African countries.

Table I*

Country	Total population	Population age group 0-6**	Attendance	Attendance %***
Botswana	805,000	235,000	1,800	0.77
Comores	365,000	73,000	-	
Ethiopia	30,000,000	7,000,000	25,000	0.36
Kenya	14,732,000	5,446,700	300,000	5.6
Lesotho	1,270,000	262,000	2,530	
Madagascar	9,716,000	1,943,200		
Malawi	5,855,000	1,815,000	2,790	0.15
Mauritius	924,663	160,371	40,000	40.0
Mozambique	10,165,000	2,033,000	-	0.4

* The information for this table was taken from questionnaire responses provided by countries in the region.

** Percentage of 0-6 age group population per country ranges from about 17 per cent to 20 per cent.

*** The percentage estimations are approximations based on available source materials.

Rwanda	4,550,000	910,000		
Seychelles	63,000	12,600	1,700	13.5
Somalia	3,500,000	700,000	5,271	0.8
Swaziland	546,000	140,708	2,457	1.7
Tanzania	17,454,000	3,490,800	205,669	5.9
Zambia	5,175,000	1,886,000	14,910	0.8

If we leave out Seychelles and Mauritius because of the relatively small size of their populations, only in two countries, namely, Kenya and Tanzania, does the participation rate (last column) exceed 5%; in the majority of the remaining countries, the proportion of children in attendance is even less than 1%!(2)

In Latin America existing pre-school programmes reach less than 10 per cent of the population, and most of the children reached are from the middle class. The limited coverage is illustrated also by a recent study in Colombia where, despite important national initiatives to extend coverage, only 4 per cent of the pre-school children in rural areas had been reached by assistance programmes of nutrition or health or stimulation. Those who had participated did so over a period of one year or less. (3)

No estimates of the participating proportion of children in the age group 0-6 in Asia and the Arab States are readily available; but there is no reason to think that the overall situation in them is much different. It may not be quite as bad as in some of the African countries; but it is doubtful if the existing provisions of pre-school services in the Asian and Middle Eastern countries can match in quality and quantity even those of Latin America.

It is not as though pre-school facilities in the developing countries have not been growing; for sure they have been, but the rate of increase is too slow for the early maximization of the chances for every pre-school child to reach the age of entry to primary schooling physically, emotionally and intellectually fit and ready to benefit fully from it.

The following table records the growth of pre-school enrolments in different parts of the world during 1975-1980.

Table II*

Region	Pre-school enrolment in 1975 (millions)	Pre-school enrolment in 1980** (millions)	Pre-school enrolment in 1975 as a % of *** population 3-5 years	Pre-school enrolment in 1980 as a % of population 3-5 years
	(1)	(2)	(3)	(4)
Asia	5.1	8.5	4.1	6.1
Latin America	2.8	4.5	9.6	13.9
Arab States	0.8	1.1	5.8	7.0
Africa	0.7	0.9	1.7	2.1
Europe & USSR	21.8	24.9	63.6	73.0
North America	5.5	5.2	46.9	49.4
Oceania	0.3	0.4	25.8	26.2
World	36.2	44.6	15.1	17.1

* The data are taken from Figures I and II of 'A Statistical Overview of Pre-school Education in the World' prepared by Unesco's Division of Statistics for the 'International Consultation on Pre-school Education', 23-27 November 1981, Paris.

** The average annual percentage in course in enrolment for different regions for the period 1975-80 works out as follows: Asia, 10.8%; Latin America, 10%; Arab States, 6.5%; Africa, 5.2%; Europe & USSR, 2.7%; North America, -1%; Oceania, 5.9%; World, 4.2%. The rates for the four developing regions are seemingly high, but this could be misleading. With a very low enrolment base for a given year, as in the present case of enrolments for 1975, the annual percentage increases for a few years will generally tend to be high; however, very soon after some progress has been made, the rates will often drop steeply. To sustain them at something like their original levels will call for effort and resources which developing countries

*** (see following page)

.../...

The entries in columns (3) and (4) clearly show that the vast bulk of the pre-school age population in the developing countries remains entirely uncovered by the existing ECCE facilities. The situation is compounded by the fact that at present the annual rate of increase of population in the developing countries is of the order of 3% while the average rate of increase of the 0-6 age group is estimated to be between 3.2 to 3.3%. This means that the base of the age-pyramid corresponding to the pre-school years is increasing more rapidly than the top, making the planning problems on both the educational and social planes more complex.

Of course one of the main reasons why the establishment of pre-school services has been so very tardy in the past is the cost factor - a point to which we shall return presently.

Qualitative deficiencies

In many parts of the world there is considerable dissatisfaction with the quality of existing ECCE services.

The word 'quality' is a notoriously vague one and can mean different things to different people. In the present context the term is used to refer to two things: (i) the suitability or appropriateness of a pre-school service or programme to the culture and home background

often fail to provide.

*** In the absence of any other more reliable measure of the participation rates for the pre-school child, the data in column (3) and (4) have been used to serve that purpose. As the entrance age to education preceding the first level varies between countries from age 2 to age 6, and the duration from 1 to 5 years, the total enrolment in pre-primary education has been related to the population aged 3-5 years, because this age-group appears to be the most common one for pre-primary education in the world.

of the child; and (ii) its relevance to the psychological and educational needs of the child. On both these counts there is room for questioning much of what goes on in the name of pre-school education these days.

To take the point of cultural suitability first, the pre-school services often surround the child with conditions and experiences which have no continuity with the child's home background.

The language and games, the songs and stories, and all the other activities that fill the child's hours in a pre-school institution may well belong to a world which for all practical purposes is foreign to him, causing severe psychological strain for his tender mind.

The lengthy absence of the mother every day and the unfamiliar routine of the school can have negative effects on the child, particularly when, as happens oftentimes, there is an absence of good co-operative relations between parents and the staff of the centre.

The situation is compounded when there exists a certain amount of rivalry between the day nursery staff and the mother, especially in the case of mothers in underprivileged circumstances and those who, going out to work by force of circumstances, sometimes have feelings of guilt about handing over their children to the care of other people and feel less capable of taking care of them than the "specialists" of the day nursery.

The absence of closer links between the family, the social environment and the school can be a source of endless problems for the young infant struggling to adapt himself to his new environment.

When it comes to the psychological needs of the child, the inadequacy of pre-school programmes has been observed as much in the poorer countries as in the more developed ones. In the 1974 Unesco survey, for instance, the reply to the questionnaire from Denmark, where 50 per cent of the married women work, wondered whether kindergartens were the ideal answer from the standpoint of the psychological development of the child and the evolution of its personality. Now that the family plays a smaller part than it used to, the importance of the home environment and the consequences of an education in which the parents do not participate enough have become evident.

Many observers have also commented on the inflexibility of the government-sponsored ECCE services and on their routine, impersonal and mechanical nature. Another factor which compromises their quality and effectiveness is that they are often short-term, lacking in both continuity and reinforcement.

The Peruvian national programme Educacion Inicial (Initial Education, IE*) consisting of both formal kindergarten-like centres and informal community-based programmes and in operation since 1972 illustrates some of the qualitative deficiencies of existing pre-school services. The IE programmes have been found to vary widely among Peruvian regions in the strengths of their educational, nutritional, and health components, the hygienic conditions of the IE classroom or centre, the apparent well-being of the children in attendance, and the levels of staff qualifications. In areas far from Lima there was often an extreme scarcity of even locally-fabricated educational materials. Parent involvement, an important component of all IE centres and classrooms, was usually minimal. The centralized, rigid bureaucratic style of the national education system has made it difficult for IE to respond creatively and flexibly to the tremendous diversity in need and resources available in different regions. There has thus far been little success in forging links with local nutritional and health programmes. (4)

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* The IE programme is run by the Ministry of Education, whose regional offices administer the comprehensive educational curricula developed in Lima. Nutrition and health components were designed to be offered in co-operation with nutrition and health ministries.

The Western models

Why is there so much misfiring of these programmes? For an answer we have to go to their origins. Most of the existing programmes of pre-school education in developing countries, formal and informal, have their origins in, or have derived their main inspiration from the Western models identified by such names as kindergartens, nurseries or infant schools. In many colonial countries, such institutions were in the beginning introduced mainly - though not solely - by and for the use of the expatriate families. When, before or after the achievement of political independence, the very limited existing facilities became available to indigenous children, these latter tended to come from the 'new elites' principally because such schools were almost all private, fee-paying and run for profit. They admitted children usually from the age of 2 onwards and assumed responsibility for developing the physical and mental capacities of children through exercises, play and other activities. In many countries, such establishments are still the major ones, particularly in the urban areas, concerned with the young child at this stage.

One consequence of the recognition of the educational and other rights of the child in recent years has been a persistent questioning of the relevance of these models to the conditions and circumstances of developing nations. For one thing, they are too expensive to replicate, which explains why countries like Zambia and Lao People's Democratic Republic had, while answering the question "Does pre-school education, as it exists in your country, meet present-day needs?" in the Unesco survey of 1974, observed that the cost of pre-school education was very high and that parents were unable to contribute financially.

For another, institutions modelled on the Western prototype have largely failed to reflect the importance of the child's home and culture in their activities.

For a country wanting to develop a national identity and self-image, such a weakness in the programmes of an institution entrusted with the care of its young could be fatal.

The operational deficiencies of the colonial models also became glaring when in complete disregard of the local situation these were imposed, as happened in countries like Kenya and other East African nations, in the the rural areas. A teacher who has to work with 50 children in a mud hut or under a shelter, with almost no equipment or teaching aids, would, for instance, find it impossible to implement the kind of activities he/she has been taught during his/her training.

Understandably there has been a growing demand to adapt and readjust these models suitably, and when that is not possible, to move away from them, and to develop new innovative modalities which while recognizing the right of the child and the educational importance of early years, will offer programmes which are more in tune with the cultural and basic needs of the child.

Considering, however, the fact that the pioneers - MONTESSORI, PESTALOZZI, FROEBEL and others - with whose names are associated the Western models themselves have made such a distinctive contribution to enhancing the child's cause, it would be both idle and unfair to hope that the new programmes of ECCE in the developing countries whatever forms they take, formal or informal, will ever be able to divest themselves completely of the traces of their origins. But that is not important; what is important is that *each country work out for itself structures which are essentially rooted in the culture of its people, and which respond more directly to the educational and cultural needs of its children against the overall national goals chosen by its people.*

The curse of fragmentation

In many places, the effectiveness of ECCE services is compromised seriously by their administrative fragmentation. The idea of a single service in response to a single need, theoretically isolated from an intertwined web of needs, operated by a single agency or department is a rule from whose tyranny, despite the many bitter lessons of such practices, not even the most experienced administrations have been able to protect themselves.

Experience is emphatic that when a 'single need-single service' approach is adopted, the chances are that the service will fail to fulfill even its own limited purpose, and that there will be difficult problems of co-ordination resulting in avoidable overlap and wasteful dissipation of resources.

Numerous examples could be given; a nutrition programme, or a curative health programme, is likely to be ineffective unless combined with each other and supported by deworming, pure drinking water, immunization, prevention of communicable diseases, development of sound health habits, family planning, etc. Similarly, pre-school education is likely to be ineffective unless it is carefully organized to provide experiences supportive of the various cognitive and developmental growth points, for several hours a day and is extended over a period of several years, with continuous reinforcement. Anything else will be mere tinkering. (5)

The point to be stressed here is that even with a unitary structure for ECCE at national level which provides explicitly for the contributions to be expected from various central ministries and departments, it will be necessary for effective delivery in circumstances which will inevitably vary - sometimes radically - within a single country, to provide at local level for either integration or very close co-ordination of early childhood and family services and support systems.

The fragmentation, dispersal, overlap and administrative duplication which characterize the provision of family and early childhood services in some economically-advanced countries is a 'luxury' that no developing nation can really afford.

An example of how to overcome the 'fragmentation' problem at the grassroots level is provided by the Integrated Child Development Services (ICDS) of India. One innovation under this scheme is the anganwadi, translated literally as 'courtyard play centre'. An anganwadi is intended to meet the basic needs of the young children in a rural setting, by providing a local point to which mothers can bring their children and on which the available professional services (health, nutrition, social welfare) can converge. The anganwadi worker herself is intended to be a trained pre-school teacher, responsible particularly for that side of the centre's work, but in many areas she is expected to contribute significantly to the health and nutrition work, especially when the supply of staff trained in this is inadequate. (6)

*The programme of day-care centres in North Africa and Iran operated by the American Joint Distribution Committee with the collaboration of local philantropic committees, is another model of successful integration of pre-school services. Over the years, these day-care centres have become fine examples of an integrated programme which provides education as well as a high level of health care and nutrition. At times, in some centres, where homes had no running water, even baths and haircuts became part of the services. In the beginning, parents sent their children largely because of the nutrition programme, but today they are sending their children with enthusiasm for the educational and social benefits offered by the programme.**

* Heron, A., *Planning early childhood care and education in developing countries*, IIEP, Unesco, Paris, 1979.

Cost-benefit analysis and the issue of priority

We can now return to the question of the priority that ought to belong to ECCE. Is it a low priority programme, as is sometimes hinted? But how are the priorities to be determined?

To a student of economics of education this matter of costs and priorities might well appear to be simply a case of subjecting ECCE to some kind of a cost-benefit analysis before decisions are made. Such an approach to the question need not be dismissed out of hand, for if the analysis is done with care and imagination, it could throw interesting and possibly useful light on the relative priorities of competing options. But it would be naive indeed to expect in the present state of the art, at any rate, that an issue like whether or not to accord a higher priority to pre-school education than to some other educational or social service could be sorted out by using cost-benefit analysis.

There are many problems here;* but particularly horrendous are those concerning the measurement of benefits associated with different options. In the case of pre-school education one will have to consider the long-term impact of programmes, for example on

- physical growth,
- IQ
- school "readiness" (in terms of social skills, language ability, conceptualization),
- access to primary schooling,
- progress through the system (how far, how fast, with what repetition, and with what special

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* There is, for instance, the failing, which it shares with so many other techniques of social analysis, that cost-benefit analysis can operate only within the prevailing cultural norms of the society. To take a concrete example, it can be easily shown that in some of the countries having a big 'refugee' problem on their hands, poppy cultivation, processing and selling of tobacco or running massage parlours in big cities, are sometimes more remunerative than say carpentry, carpet-weaving, basket-making, hand-printing of cloth, or even school-teaching. Now how can a social policy

attention),
- school achievement,
- other aspirations and so on.

It would be important to include less obvious benefits to families and to the community. But how to do that reasonably well?

There are many areas of social development like pre-school education, in which for a long long time to come, perhaps for ever, we shall have to be guided by qualitative evaluation, and even more so by common sense and pragmatic judgement. Devices like shadow pricing or giving notional values may have use sometimes but remain hypothetical and normally receive acceptance only if the results of analysis are ultimately found to be in accord with common-sensical judgement. But this is question-begging pure and simple, and vitiates from a logical point of view the entire analytical operation.

We must also not forget that when during the 1950s and the 1960s most developing nations of the world committed themselves to universal primary education or the eradication of illiteracy, they were not guiding themselves by the findings of any analytical studies; the decision-makers were acting essentially on the basis of values, culture, and the intuitive perception perhaps that though not a sufficient determinant, literacy is a 'necessary' part of the quality of the human condition. In dealing with pre-school education at the present stage of its development, the policy- or decision-maker is in an identical situation.

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maker or welfare administrator possibly be expected to make use of such a finding in deciding upon the choice of a suitable training programme for uprooted men and women needing vocational training towards employment and rehabilitation?

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II

THE CASE FOR PRE-SCHOOLING

Payoffs of early childhood education

The appropriateness or otherwise of cost-benefit studies in determining priorities in the present context notwithstanding, it should not be difficult at all to appreciate some of the great benefits accruing from an effective programme of ECCE.

In the FIRST place, the value of early identification and remediation of problems in the child's development (e.g. malnutrition, physical and mental handicaps, etc.) which has been well documented cannot be overstressed. Children so identified and helped either overcome the problems altogether or the problems are minimized. The results are critical in the formation of a healthy new generation.

SECONDLY, early childhood education is increasingly recognized throughout the world as a valuable preparation for subsequent schooling, particularly for children who would otherwise be backward or at a disadvantage when entering more formal schooling, as well as for children who might never enter schooling.

THIRDLY, early childhood education, through its close linkage with the adult community, can be a valuable force for overall social development by helping adults obtain confidence, skills, improved self-concept, etc., through their active engagement in such programmes. The significance of this last point for mobilizing human resources in developing societies can hardly be exaggerated.

But these are not the only payoffs of pre-school education. Fisk lists several others, two of which appear

to be particularly important. In his own words:

(1) Providing an entry point

"Over the years we tried many approaches to stimulate community-level interest in our project", said the monitor of a UNICEF-supported grassroots integrated rural development project in Latin America. "We had a large rural road-building project, we had a tree planting effort, a school lunch programme, we even set up a consumer and agricultural marketing co-operative structure. This was all done in consultation with the communities, but none of these seemed to mobilize the community in a self-sustaining way." One of the extension agents went to a high/scope workshop on community-based pre-school education. He decided to discuss the concept with a few communities. Soon a community committee had been established; a volunteer teacher was selected, and a pilot programme was underway. UNICEF provided a relatively small amount of training through an enthusiastic field team, and a stipend for the community teacher. The concept spread like wildfire in the neighbouring communities. Today these pre-school programmes are the outstanding feature of the community development effort in the region.

We are not yet sure what we tapped, but it is obvious that the adults are much more motivated to act on behalf of their community by the opportunity to improve the life chances of their children than they are by other concerns.

Investments to improve the quality of the environment for human development in the early years of life can give immediate return by providing an entry point for other development programmes. THE WELL-BEING OF FUTURE GENERATIONS IS A CONCERN THAT HAS STRONG MOTIVATIONAL POWER FOR ALL ADULTS EVERYWHERE. In this case the investment in non-formal pre-school education had an immediate payoff, not only because it provided the

entry point for a broader development effort, but also because it proved to be the aspect of the development effort that elicited sustained community interest and spearheaded the growth of the programme throughout the region.

(2) Participation of women in development

High quality environments for young children also have an immediate effect to the extent that they represent an essential component of a programme targeting other development objectives. After studying the needs of working women in six less-developed countries, a report issued by the League of Women Voters concluded:

"A web of deprivation characterizes family life in underdeveloped regions of the world.

In particular, low-income women are severely limited by the lack of job skills, lack of employment opportunities, and the responsibilities for care of their numerous children... There is no sense in skills training without a job waiting for the trained women, and the major concern a woman has in accepting training or employment is, 'Who will take care of my children?'... A child care programme is thus a crucial component of development strategy. It can free women to take advantage of skills training and job opportunities, and thus improve family income.

It can reduce infant and child mortality and morbidity by providing adequate nutrition and medical attention. It can foster the cognitive development of children. It can facilitate non-formal education of the parents. It can be a focus for community organization and development. IN SHORT, HIGH-QUALITY PRE-SCHOOL PROVISION CAN ENLIST AND FACILITATE THE PARTICIPATION OF WOMEN IN THE DEVELOPMENT PROCESS." (7)

There is thus a good case for contesting the view that pre-school education is a low priority activity. Of course allotting a higher priority to ECCE is by itself no solution

to the cost problem.

IF PRE-SCHOOL PROGRAMMES HAVE TO MEET THE TWIN CHALLENGES OF QUALITY AND QUANTITY, WE MUST EITHER FIND ADDITIONAL RESOURCES TO SUPPORT PRE-SCHOOL EDUCATION OR REDUCE ITS OVERALL COSTS.

Is this or is this not a feasible proposition? Hopefully there is a growing realization of the need to evolve innovative delivery systems (of ECCE) which are not only sensitive to the social and cultural needs of the developing communities, but also get round the problem of costs by seeking to:

- locate pre-school services as far as possible in homes and local communities;
- make maximum use of home-based activities in designing educational experiences for the young child; and
- give every possible encouragement to parents and local people in operating the services directly.

It is not difficult to appreciate why such an approach should so easily meet the test of feasibility! The intervention of the family would hardly cost anything which it or the local community cannot meet from their existing resources. Further, as the time and energy devoted by parents, siblings and other adults in a family can or need hardly be costed other than notionally, the main costs involved in such an approach will broadly be for such purposes as:

- *disseminating ideas and relevant information through media and other means of public information;*
- *training community leaders and volunteers to function as animators of home- and community-based activities through the mobilization of locally-available human and material resources;*

- *providing minimum equipment and materials primarily for purposes of demonstration;*
- *ensuring the mobility of resource persons to serve as catalytic agents in the diffusion of ideas and adoption or adaptation of different strategies or models;*
- *providing encouragement to institutions and individuals whose achievements deserve to be recognized and experiences widely diffused.**

Happily things are already beginning to move in that direction. "National authorities were becoming increasingly interested in ways and means of speeding up the provision of pre-school education for all children. The different types of institutions (Nursery schools with normal schedules, nursery schools with extended or weekly schedules, and nursery schools for handicapped children, pre-school classes that are open to new educational ideas, open-air classes, classes linked with the local community, etc., various activities to benefit children who had not been able to attend a pre-primary education establishment), could all help reduce cost and make pre-primary education available to all children. The view of countries was that pre-primary education should constitute an integral part of education patterns and that some countries could consider redistributing resources among the different levels of education immediately. At the same time, it was becoming clear that many developing countries needed new approaches and alternative methods and structures that were more flexible and less expensive."**

Ideas for cost reduction

The generation of ideas and the evolution of models suitable for different socio-economic and cultural conditions

* Guruge, Ananda W.P., Paper prepared for *Inter-Agency Meeting on Community-based Approaches for the Care and Education of the Young Child: Cost, Effect and Efficiency*, 26-27 May 1983, New York.

**Report of the *International Conference on Education*, 37th Session, November 1979, Unesco, Paris.

would also call for some investment in research and experimentation. The costs of such a programme would, however, be quite negligible from the point of view of (a) the overall national investment in education and (b) the financial gains accruing from the design and implementation of low-cost models as a result of such research and experimentation.*

Brazil: a concrete example of reduced costs

An interesting experiment establishing the feasibility of substantial cost reduction in child care was carried out by OMEP - the world pre-school education organization in several countries. In Brazil, it began about 20 years ago, in the Rio de Janeiro slums ("favelas"). The idea is to make use of an existing tradition in low-income families, of the women asking a neighbour to look after her children when she occasionally has to be away, and to give this custom a permanent character, under the guidance, training and monitoring of the Organization's technicians and volunteers.

Considering the job opportunities (mainly of a domestic nature) for women from the satellite towns to work for the wealthier families of the central area of Brasilia ("Plano Piloto"), the need became clear to increase the availability of day-care provided by the Government for pre-school children, for the low-income population living on the outskirts, with a double purpose: to free mothers for work and to give the children the protection they need in this highly vulnerable phase of life, thus assuring them the full capacity for growth and development. To carry out the desired expansion through conventional day-care centres, however, became impossible for the same reasons set out above, summed up as limited physical and financial resources. This is why the Government of the Federal District decided to set up, through its Social Services Secretariat, a neighbourhood system as proposed by the OMEP experiment, adapting it to a wider range through the creation and application of new operational methods.

With a view to exploring the appeal of the word DAY-CARE CENTRE and marking the fact that assistance is given at the home level (the home of a neighbour), the project was

* Guruge, Ananda W.P., op. cit., p 9.

named HOME DAY-CARE CENTRE. It was brought into being as from September 1979, by the Social Services Foundation of the Federal District, the executive agency for the Social Services Secretariat programmes. Within the first year of operation, 1,700 pre-school children came to be cared for in 472 home day-care centres set up in the satellite towns in Brasilia.

At December 1980 prices, the cost per child came to US$ 26.15 a month, taking into account all the cost factors (material, equipment, fuel, salaries, etc.) except those borne by the mother of the child herself which stood at around US$ 10.75 for food per month (25 days) with daily average intake of 1,400 calories. In the traditional day-care centre system, this cost, over the same period, was US$ 53.85 a month, given all factors except food. That is, it would cost twice as much to choose the conventional system. (8)

Cost components

Perhaps one good way to have a clearer understanding of the possibilities of real cost reduction in ECCE is to have a look first at some of their major cost components, and then at the less expensive possible alternatives both in theory and practice. The major cost components are three: (1) buildings; (2) equipment; and (3) staff and supplies. To consider buildings first:

Buildings: In a pre-school institution such as a nursery school or a kindergarten, buildings generally account for a major part of the capital costs. To meet expected standards, such an institution must have enough accommodation for children to be able to play and expend their energies, engaging in many different activities of a physical, rhythmic, musical or manual nature. Apart from instructional place, it should also have a yard, a playground or some place where the children can play freely, engage in activities not requiring indoor facilities and take shelter. This means that they must be able to move easily from the inside of the building to the grounds and to come in again quickly to take shelter from the rain or a storm. Hence wide doors leading on to the playground, for example, are essential.

A special place must be available where the children can rest after activities or take their afternoon nap undistrubed. Adequate provision for toilet facilities and washbasins at a height of about 50 cm is a must. There must also be provision for cosy corners and cupboard space for toys and educational materials. Children play with toys - this may seem a truism, but it must be repeated - and the toys must be readily accessible and easy for the children to put away. So teachers must have places, not too high up, where the toys can be kept free from dust while the premises are being cleaned. And so on.

In order to facilitate compliance with these standards, several countries have laid down building norms. The following Articles from the decree of the Republic of Senegal establishing regulations for play centres and kindergartens is of interest.

Pre-school building regulations in Senegal

Article 2. Play centres and kindergartens shall be situated at some distance from industrial works which are noisy or unhealthy, or which might endanger the children's health.

Article 3. Each institution of this nature shall comprise at least:

(a) an entrance hall;
(b) one or more activities rooms, with tables and chairs adaptable to the children's height and easy to wash, and individual lockers containing the objects each child is given;
(c) a spacious and airy play room or covered playground;
(d) a kitchen, if the children lunch at the institution;
(e) a garden or playground, part of which shall be covered with sand so that the children can play out of doors. An area of at least 3 sq. m. per child shall be provided. A balcony of the same area may be used as a substitute for the garden or playground provided that part of it is covered with sand and that it is enclosed by a wall at least 1.50 m. high, on which the children cannot climb;
(f) series of lavatories divided into individual cubicles, one cubicle being provided for every 15 children or so;

(g) a room that can be used for temporary isolation or for medical examinations.

Article 4. All taps in play centres and kindergartens shall be supplied solely with drinking water.

Institutions shall have the requisite toilet facilities for the children, consisting of washbasins at a height of about 50 cm. above the floor, one tap being provided for every ten children or so.

All the articles used by a child for his toilet shall be reserved for his personal use. They shall be kept in an individual locker bearing the child's personal sign. These articles - comb, brush, handkerchiefs, towel, etc. - kept clean and in good repair, shall be cleaned and disinfected at regular intervals and when the child leaves the institution.

Article 5. Separate washbasins and toilets shall be provided for the staff.

Article 6. Institutions authorized to take children under the age of three and/or day-boarders between the ages of three and six shall have a rest room large enough for all the children to be able to rest in. This room shall be adjacent to one of the activities rooms, the dividing partition being partly glazed so that the children can be easily supervised.

Article 7. The premises should preferably be situated at ground level. If the children have to use stairs, provision shall be made for protective measures to avert falls.

Article 8. The premises shall be airy and well-lit and equipped with an effective permanent ventilation system.

The activities rooms shall be provided with means of protection from the sun when it is excessively hot. A thermometer shall be kept in each of these rooms.

The floor covering shall be easy to wash and disinfect.

The inside walls shall be painted with a washable paint up to a height of about 1 metre from the floor.

No domestic animal shall be allowed to roam in the institution.

Article 9. The premises shall be lit by electricity. Ventilators shall be protected so that the children cannot touch them.

Article 10. All necessary fire precautions shall be taken, and provision shall be made for the children to be evacuated easily in case of an outbreak of fire.

Article 11. All institutions shall make known to the Chief of the Medical Region the names and qualifications of the Headmistress and her staff.*

It is now easy to see why the actual cost of constructing a pre-school building in conformity with these or similar standards should be high. Of course the cost would vary from one country to another depending on the prices of land and building materials and the prevailing construction rates. It is also not the case that most or even a very significant number of such institutions are actually able to comply with such conditions. Most definitely they are not because the costs of compliance would be too high! Inevitably there is a lot of 'dilution' and improvisation.

But all this does explain why the pre-school institution in developing countries tends to remain essentially an urban educational device, why its management is often in private hands, why the fee rates are exorbitantly high, and why for that matter it is only children from well-to-do middle class families alone who are able to take advantage of such facilities.

* Mialaret, G., *World survey of pre-school education*, Educational Studies and Documents, No. 19, Unesco, 1976, p 17-18.

Fortunately as some of the innovative low-cost pre-school arrangements to be mentioned presently will show, there is a growing realisation that in so far as the rural and other areas where poor communities live are concerned, the organisers have much greater freedom to improvise and to achieve relatively low-cost solutions, especially as with low population density their building target is likely to involve smaller units as close to the homes as possible.

Pre-school equipment: Another important capital cost component in a pre-school institution will be its equipment. This can frequently include building kits and equipment for the promotion of physical development (jungle gyms, swings, slides, etc.); audio-visual and musical equipment and natural objects (sticks, flowers, fruit, pebbles, etc.); books and pictures, objects which can be used to play all sorts of games (dolls' houses, miniature kitchen utensils, etc.), and polyvalent materials, designed to develop the children's powers of self-expression (clay, paper, and so on). In some places, equipment which can be used for elementary scientific activities and making observations is also used - for instance, scales - and educational equipment designed to promote intellectual development such as Dienes blocks, sets of geometrical shapes, observation games, etc. will also be found.*

Since the acquisition of such costly equipment in pre-school institutions in developing countries must add further to the educational bills for fee-paying parents, one must ask are all such items absolutely essential?

Organisers of pre-school facilities do not always remember that the important thing about equipment is not its quantity but its quality, not its appearance, but its suitability for the age-group and the activities it is intended for. The aim should be not to accumulate a great deal of material equipment, but to be able to use it in many ways. Schools that have large cupboards full of new or little-used equipment are seldom good schools,

* Mialaret, G., op. cit., p 40

*whereas those that have simple equipment, shabby as a result of constant use, often function much better educationally speaking.**

INEXPENSIVENESS and GREATER USABILITY are the two main reasons why the mobile creches in India believe in using some of the cheapest indigenous material and methods to provide necessary stimulation to the child in the age group of 3-6 years. In the nursery section of a creche the material that one will find is cardboard, chart paper, glazed paper, kite paper, wooden beads, scissors, blackboard, stones, leaves, flowers, potters clay (to replace plastiscine), rag dolls, old saris, wooden blocks and several such local items which cost next to nothing.

Staff and supplies: But what really puts well-run pre-school institutions in developing countries beyond the reach of ordinary people even in urban centres is the high cost of their staff and supplies. The teaching staff being specialized and wholetime often receives high salaries. The supporting staff is also generally well paid. Monthly supplies like food, nutritional and medical supplies, other consumable articles also can cost a great deal. (While no typical firm budgeting data concerning such institutions are readily available, one can safely surmise that the supplies and staff salaries could in many cases well account for 80% to 90% or even more of the recurring costs of an institition.) High costs are the main reason why the children of well-to-do parents generally form the majority of enrollers in such institutions.

The 1974 Unesco survey had a question on the social background of the children attending pre-school educational institutions. The replies from Colombia, Ivory Coast and Liberia, which speak for themselves, are reproduced below.

Colombia:	Workmen, peasants	7%
	Higher-level workers	25%
	Liberal professions	65%

* Mialaret, G., op. cit., p 39

	Immigrants	5%
Ivory Coast:	Workmen, peasants	0.5%
	Higher-level workers	35%
	Liberal professions	90%
	Immigrants	0.05%
Liberia:	Workmen, peasants	20%
	Liberal professions	40%
	Tradesmen	30%
	Salaried workers	10%*

The supervised family day-care system: a good low-cost alternative

Enough has been said above to suggest that unless the developing countries move away from the formal institutionalized forms of pre-school education and seek out alternative non- or less formal arrangements, there is going to be no major breakthrough in tackling the cost problem. This is also very much the experience even of the most educationally and socially progressive of the economically-developed countries, and most are by now wrestling with the problems of alternative forms of provision in which acceptable standards can nevertheless be maintained. The supplementary model gaining widespread recognition and support is the supervised family day-care system, which can be community-based or private or a mixture of both.

The essential feature of such a system is the employment - by the community or by other mothers on a private-payment basis - of a mother with her own young children whose home is capable of accommodating during the day a number of other children in the pre-school age group. The most usual limit is about five children, including her own children below school age, and it is customary to prescribe a minimum age (such as 3 years) unless it is wholly a 'toddlers group' (1 to 2-plus years).

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* Mialaret, G., op. cit., p 27

For such a scheme to be regarded as minimally satisfactory it should involve not only a prior inspection of the home from the point of view of safety and hygiene, but the ability and willingness of the receiving mother to undergo a short part-time training course on developmental lines but including the basic elements of home nursing and first aid; and supervision at reasonably frequent but irregularly-timed intervals by someone fully trained and experienced in care-and-education work with this age-group. It is desirable that suitable basic equipment and play materials be provided on a loan or rental basis by the community service responsible for the scheme, and essential that supervisors be not overloaded in terms of travel and/or the number of homes for which they are responsible. Community-based schemes are preferable to supervised private arrangements, not least because control of the amount charged for the service becomes possible. Among other considerations this also maximizes equal opportunity among the potential users of the local scheme.

Clearly, even at its best - with all criteria reasonably well met - the family day-care scheme cannot hope except in rare instances to equal the quality of ECCE provision to be found in a properly-staffed unit. But it can be a minimally-acceptable arrangement which is at least more satisfactory from the child's point of view than is the traditional child-minder, untrained and unsupervised - and frequently unregistered by any community-based authority whatever.*

The great thing about community participation and resource mobilisation is that given some initiative and perseverance, people, howsoever poor economically, can be relied upon to come forward and contribute both in cash and kind, provided they are convinced that the benefits of pre-school services, or any other service for that matter, are going to accrue to their children or themselves directly. The following two stories, one from Chile and the other from Senegal illustrate the point amply.

* Heron, A., op. cit., p 44-45

Plaza Pre-escolar - A Chilean response to the problem of costs

One typical programme is Plaza Pre-escolar, located in Chile. The purpose of this programme was to explore whether a low-cost, simply-constructed pre-school centre using young community members as paraprofessional teachers could enhance psychosocial development among 200 poor urban children two to five years old. Located in La Victoria, a slum area of Santiago, it was run by the Fundacion de Jardines Infantiles (Pre-school Foundation). The centre, or "plaza", built on public land, had a central room and a series of semi-enclosed outdoor activity areas. The idea was to keep costs as low as possible by using paraprofessionals, simple buildings, free land, and the out-of-doors.

Forty-two adolescents were selected from the community and trained for one month in child health, child development, and teaching techniques. They became the teachers, assigned to five children each and supported by a team of professionals.

The programme ran eighty-eight sessions in 1975-1976: two half-day sessions of directed, semi-directed, and free-play periods. Children received daily nutritional supplements, and parents met weekly to exchange information on child development.

An evaluation of this programme consisted of pre- and post-tests of participating children compared to a control group of 45 children, using a local adaptation of the Stanford-Binet IQ test and a series of developmental scales. Significant differences were found between treatment and control group children for IQ gains, but not for gains on the developmental scales. How long these IQ gains lasted is not known; more importantly, the appropriateness of using IQ as a measure of programme effectiveness is questionable (Pollitt, 1978).

Community support for the programme was difficult to guage. The programme was brief and financed largely from outside the community. Programme costs were reported to be 30% of those in Chile's government pre-school centres, but these estimates do not include the donated time of community members.

The use of adolescents from the community was found to be generally positive. They proved to be committed and enthusiastic teachers in spite of very low pay, and the responsibility reportedly enhanced their motivation for future achievement. Their effectiveness as teachers, while minimal at first, improved steadily as the programme progressed. (9)

A Senegalese solution

In an agricultural region of Senegal, villagers were inspired by a rural social worker to organize day care for all of their children during the period of agricultural activity. In this mild climate, the buildings were constructed by the villagers, working in the non-agricultural seasons, with local materials, and building in the style of the local homes. The care of the children is provided by villagers who are designated by their neighbours and receive some training for their jobs by the rural social worker.

Food is provided by all of the villagers and cooked by those who do not go to the fields. With the help of the social worker, using local products, the nutrition of the children and even of the families is constantly being improved.*

This project spread quickly from one village to another until there are now thousands of children attending these day-care centres during the agricultural seasons with such success that parents are now trying to find a means to keep them going in the non-agricultural periods.

It must be recognized that sometimes a community may have a clear need for pre-school facilities for its children, but may be too poor and depressed or otherwise too much preoccupied with eking out daily existence to respond to initiatives for self-help in establishing educational and other services for children. Many such communities the world over live in urban slums or far-flung areas in complete isolation from the mainstream of national life. Their helpless children, under-

* Heron, A., op.cit., p 82

privileged in every sense of the term, deserve special attention, as indeed was the plea made by so many countries participating in the 1974 Unesco survey. In all such cases initiative and responsibility for action must obviously lie with the national governments and concerned voluntary organizations. The need in this context to convince administrators, politicians, policy-makers, health, nutrition, social service and other staff, of the crucial importance of pre-school services including education for children in the age group 0-6 cannot be overemphasized.

Similar community-based efforts are also reported from urban areas of a number of African countries. Among them is the "market school" where pre-school age children of saleswomen in markets are catered for in a centre, organized and maintained by the community. Comparable to these, is the "mobile creche" of India. Here arrangements for ECCE are made for children of mothers who work as construction workers in big cities.

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QUALITATIVE IMPROVEMENT WITH POSSIBILITIES OF COST REDUCTION

Mention of the two major aspects of the quality dimension of pre-school education, namely (i) cultural suitability and (ii) relevance of the programmes to the psychological and educational needs of the child was made earlier.

In assessing possibilities of qualitative improvement for pre-school education, the planner will also normally have to consider a number of practical aspects of the matter such as

- sufficiency of building accommodation,
- adequacy of curricular activities and instructional materials,
- whether the unit is a right size unit,
- optimality of child-teacher (or care giver) ratio,
- teacher competency,
- parental preparation etc.

Assuming there are basically 4 types of pre-school situations - (i) pre-school institutions (nursery, kindergarten, infant); (ii) day-care establishments (full or half-day); (iii) supervised home or family care set-ups (essentially non-formal), and (iv) home or family (non-formal) - of interest to us in the present context, our comments in each case would in the main be limited only to those practical aspects which appear to be of special significance and/or on which there is some good advice or experience available for sharing. The issue of giving a formal measurable definition of quality, which could have been another good point for the present discussion to start off, is reserved for comment towards the end of the section.

Quality in nursery schools and kindergartens

In several developing countries, pre-school institutions in this category can sometimes command considerable resources including plant, equipment and other facilities, with a good complement of teaching staff, generally well-trained.

If such institutions have to achieve a much higher degree of "tuning" with their cultural environment, some determined and time-bound effort at developing a minimum quantity of more relevant instructional materials such as toys and games, songs and stories, to promote perceptual acuity, neuro-muscular co-ordination, manual dexterity and skills, language and communication skills, and cognitive functions, seems absolutely essential. It is well known that a lot of educational materials used in such institutions at present are foreign in concept and content and a definite obstacle in the positive social orientation of young impressionable minds. The earlier they are replaced by more relevant indigenous curriculum and support materials, the better. Needed also will be teacher manuals and guides to ensure that the switchover from the existing practices to those culturally more appropriate and stimulating is not cosmetic, but real and long-term.

While the initiative to generate such materials could come in a country from the more creative and enterprising institutions themselves, from their associations or federations, where such bodies exist, or from other interested individuals, research organizations including voluntary bodies, the national government must, if necessary, be prepared to shoulder that responsibility directly. The point to be made is that in the absence of an easy supply of such materials, it would be unrealistic to expect pre-school institutions to undertake any radical reform or change in their existing practices or work plans.

A poser to be considered here is: is it a safe presumption that the language, history, culture and life of each nation or country can and will definitely serve as an adequate source for the preparation of such materials? May it not rather be that while a beginning could certainly be made in that direction, the indigenous springs of song and story, language and folklore, toys and games, could sometimes prove insufficient both in quality and in quantity to answer that purpose? If the education's first and last loyalty everywhere must be to the young child and to his

present and future needs, one must be honest enough to admit that that could happen. Sometimes the language which a child speaks at home, for instance, may be without the morphemes to mark the comparative and superlative size adjectives, with the result that he may experience difficulty in acquiring and expressing size concepts. Similarly the absence or infrequent use of the "if...then..." sentence structure could hinder the development of logical reasoning. In such circumstances, it would be only proper to draw judiciously on other cultures and sources to fill the gaps.

Quality in day-care institutions

As the proportion of working women in the developing countries rises, day-care facilities, full day or part-time, are bound to proliferate. An increase in the proportion of 3-6 year olds as compared to zero to 1 year olds is also taking place in such countries.

These two trends reflect yet another significant change, namely, that the purely custodial functions of such institutions are steadily losing ground to a combination of the care-taking and educational functions. This means in effect that the lines of demarcation between the conventional pre-school institutions like the kindergartens and the day-care institituons are steadily becoming fuzzier and fuzzier. In some places day-care centres are already functioning as fully-fledged pre-school institutions and are no longer distinguishable either in their activities or in their goals from the older and more prestigious kindergartens.

What has been said above regarding the need to make the curriculum (activities and experiences) in a pre-school institution more sensitive to the cultural environment and psychological needs of the child goes for the day-care centre too. The only additional comments to be offered

now will relate to:

(a) the size of the pre-school establishment or unit;
(b) the child-teacher ratio; and
(c) teacher preparation.

It must be pointed out that a good part of whatever experience or statistical information will now and then be available - and it is going to be very meagre indeed - for consideration on these three aspects, will, in the main, concern kindergarten type of institutions; there are hardly any data on day-care centres, partly because the institutions are relatively young, but mainly because as a whole the statistical services in most developing countries have not as yet recognized pre-school education as an important or respectable enough area for intelligence gathering.

We could have easily taken up for consideration these three aspects under pre-school institutions; the only reason that prompted us to consider them here instead is that since the situation regarding day-care centres is far more fluid, is under much greater pressure for expansion - in part because of lower costs - and is much less standardized in respect of both staffing and equipment, the problem of quality, serious as it is in those institutions, is altogether seen to be even more acute in the day-care type of institution. It is hardly necessary to add that except where the context specifically provides an indication to the contrary, the comments to be offered in this part will, regardless of the type of the source of their origin, apply to both types.

Unit size

There is reason to believe that at present the size of the pre-school establishment varies enormously from place to place, and that in most developing countries there are no standard practices. All one can say is that the size tends to be small in rural areas and large in urban, reflecting essentially the pressures of demand and population density. The demand in large towns may sometimes be so great that an institution is forced to divide the children in two sections -

one section coming in the morning and the other in the afternoon. One experienced observer of the pre-school scene suggests that it would rarely be desirable to exceed a maximum capacity of about 100-125 children even in densely-populated urban settings. In less dense urban areas or in rural settings this maximum can frequently be set at about 40, having regard to the need for ECCE units to be essentially local.

*These figures may seem surprisingly low to those unfamiliar with early childhood education, but the limits are set by the necessity to maintain an informal learning atmosphere while still accepting and encouraging spontaneity and adventurousness. If the size of unit becomes too large, the proper activities of one or more groups within it can become highly distracting for those in other groups of different ages: if the size of groups is too large relative to the individual children - especially those who are quieter, less confident and less physically active - are likely to be affected adversely, or at least not to benefit from group activity.**

Average number of children per teacher

The 1974 survey results show that although few countries have less than 20 pupils per class (6 replies), many have between 20 and 50 (approximately 50) and a few have over 50 (4 replies). The range is indeed wide.

At one extreme, we may have a country in which quantity is fairly vigorously subordinated to quality, at least in part-day ECCE for the over-threes. In the same country, supply bears little or no relation to known demand for full-day ECCE from birth to school age, but in spite of the grossly inadequate quantity of provision, the quality in terms of trained staff is also far from satisfactory.

* Heron, A., op. cit., p 41.

In another country the solution has been adopted of insisting on closely-controlled national standards of qualification for trained staff, but then allowing the ratio of children to staff to rise high. As a result, the informality and spontaneity so essential to early childhood education are simply not possible of achievement. The overloaded highly-trained teacher is obliged to resort to a more formal and controlled method, in order to cope with so many young children single-handed.*

It seems that countries which have a high percentage of attendance at pre-school educational institutions (Belgium, Czechoslovakia, France, Israel, Japan, Poland, Spain, Sweden and United States of America) have a fairly high average number of children per class, except in Sweden and Czechoslovakia. This situation is understandable if one sees the effort expended on providing pre-school education for small children in relation to the cost of that education. Except in countries where the total attendance numbers are not very high, it is practically impossible to afford a sufficient number of teachers and buildings to keep the numbers down to 15 children per class.**

But one must ask, what can a teacher surrounded by over fifty children all day long do or achieve by way of educating them? The question carries its own answer as it will be simply impossible for such a place to function as anything but a custodial centre. If the long experience of trained teachers and the work of developmental psychologists is any guide, a strong consensus seems to be emerging that THE YOUNGER THE CHILDREN, THE SMALLER MUST BE THE SIZE OF GROUP AND THE HIGHER THE RATIO OF STAFF TO CHILDREN.

As a guideline one should aim at group sizes (within units) not exceeding six children under 2 years of age, twelve children for the 3-year olds, and twenty-five thereafter. The size of a unit will vary as a function of the number and age-mixture of groups within it in relation to the amount and distribution of available

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* Heron, A., op. cit., p 41-42

** Mialaret, G., op. cit., p 41

*space, subject to the overall limit of 100-125 suggested above.**

As regards teacher-child ratios, provided the functions of a pre-school day-care centre are not to be restricted to custodial care, one specific suggestion by an expert is that there should be one fully-trained and one other staff member for each group (of children) formed in line with the above-mentioned criterion for forming separate age groups.

Teacher preparation

As for quality of pre-school education, teacher preparation is the heart of the matter. In many countries a teacher has to have a definite specialized certificate to work in a pre-primary school. Such a certificate may be awarded by teacher-training schools, specialized institutions or universities. Recruitment takes place mostly between the ages of 18 and 20. The courses vary in length from a few months to four years. According to the replies received for the 1974 survey, most of the training courses last two years (twelve countries). Seven countries require three years of study, six require four years, and five, only one year.

The subjects most commonly included in training in most countries are:

- *the various arts and techniques of expression;*
- *hygiene and child care;*
- *the theory of pre-school teaching;*
- *the theory of education;*
- *psychology; and*
- *handicrafts.*

It appears that the theory is too often taught alongside practice, and that there is little, if any connection between the two.

* Heron, A., op. cit., p 40-41

If the pre-school services being developed in the low-income countries are not to lay themselves open to the charge of being second-rate facilities meant primarily for the children of those who can not afford to pay for the 'real thing', the quality of their teachers should be reasonably good, that is, they should be persons with adequate training and skills to do the job. The question is: Can the existing teacher-training system be expected to cope with this problem? It is very doubtful. For one thing the training is very expensive; for another the duration of most courses is much too long for quick delivery. For yet another it is more than questionable whether the graduates of the conventional system - most of them women - will ever be willing to work in large numbers in rural and other depressed areas where salaries could be far from attractive but other conditions far more trying.

Every indication is that the developing countries need a system of teacher training and teacher employment which meets at least four simple tests:

(i) The teacher-preparation must be effective enough in the sense that it imparts enough quality and relevance to the pre-school programmes and activities to meet the developmental needs of the child in his own cultural setting.

(ii) Its output should be commensurate with the rapidly-growing demand for pre-school teachers. This means that the courses could, if necessary, be short-term but intensive with provision for further training and staff development from time to time.

(iii) The costs of training must be reasonable; otherwise the countries will not be able to skirt the frightening problem of funds which so often in the past has scared them into inaction whenever there was need to put on the ground a new service or to renew an existing one.

(iv) Most important, the teachers to be trained and

appointed must, as a rule, come from the places or locale where they have to work so that supply can be maintained and the problem of rapid turnover and resulting wastage eliminated.

Fortunately a number of promising experiments and innovative approaches are currently in progress in some of the developing countries which strongly suggest that these are by no means impossible tests, and that given initiative and resourcefulness, there is much that, against the heaviest of odds, could be achieved in pre-school teacher preparation along these lines.

North Africa and Iran: A low-cost programme to prepare teachers

An outstanding example of a low-cost programme which produced teachers and day-care centres simultaneously is that carried out by the American Joint Distribution Committee in North Africa and Iran with local philanthropic committees. The original purpose was to combat the high mortality rate among children of three to six years of age through improved nutrition and medical care.

It was felt that bringing children together in groups would be the most effective way of getting these services to them and would at the same time be a way of influencing families.

Since it was a matter of life or death for some malnourished children, and of sight or blindness for many of those affected with trachoma, day-care centres and training programmes for local personnel were launched simultaneously. The centres often occupied makeshift quarters in the early months, and recruitment of staff was difficult because of parental attitudes toward young unmarried women working outside the home, as well as the low level of formal education achieved by the average young woman at that time. Nevertheless, from the beginning the centres were staffed with local personnel, with foreign staff acting only in a training and consultant capacity.

The training programme for teachers was a short-term and intensive three-month daily programme of combined theoretical study and practical work with children. As centres were opened, the students were required to be teachers of the class while studying, and directors carried on administrative duties while learning how to do so. Later, these early day-care centres served as training centres for many young women throughout the years.

The original short-term training formula is still in use because it continues to provide, in a short time and inexpensively, teachers (correctly speaking, teacher's aides) who function well in the specific jobs for which they are trained. Refresher and advanced training has been provided, as has some on-going supervision.(10)

Venezuela: mothers as volunteer-auxiliaries

In Venezuela, the use of mothers and other young persons served to bring down the costs substantially. The organizational structure of this project in Caracas involved the setting-up of six administrative centres, each responsible for a number of 'pre-school units' (varying from 9 to 24, and totalling about 120 for the Caracas area). These 'units' were each led by a specialist teacher assisted by volunteer auxiliaries, utilized all sources of possible assistance in the local community, and served - according to its capacities - between 80 and 200 children in the 4-6 years age group. The principal official assistance to the project came from the Ministry of Education, which provided the salaries of twenty teachers and a co-ordinator to make possible the collaboration of a Catholic 'Association for the Promotion of Popular Education'.

The 'volunteer auxiliaries' were the mothers of the children and also young people from the community. By means of a large and well-planned publicity campaign - and the use of various incentives, including 'certificates'

prizes, discounts in some shops, grants towards the cost of their higher education' - about one thousand 'carefully-selected' young volunteer auxiliaries were recruited. (11)

Peru: another example of a low-cost programme employing local people as auxiliaries

Peru's experience in arranging non-formal pre-school programmes for young children suggests that the best non-formal programmes are those in which members of the communities themselves, chosen by their groups, take part as organizers and direct collaborators. They identify with their milieu, its customs, problems, aspirations and language, and are consequently in the best position to carry out efficient work, since they are trusted and respected in their communal groups; this is not so for the teachers, who are often outsiders and have difficulty in integrating in the conditions of these communities.

The auxiliaries have no interest in emigrating to other zones, since, being part of the community, they ensure the continuity and stability of the work undertaken. Having good knowledge of their own community's resources, they are better equipped to exploit this in inexpensive teaching equipment and material. They fulfil their teaching duties with the children efficiently, after receiving suitable training for this purpose, and the more they come to feel motivated, the more they wish to take advantage of the opportunities for cultural enrichment which they are given to improve their preparation. They successfully replace teachers in places where it is almost impossible to get specialized staff to come and settle permanently.

Finally, they increase the return on the investment made in teaching, since even if they receive some remuneration, it is always less than a teacher's salary - not that this means they are exploited, since they have an opportunity to improve their cultural attainments and financial situation in the course of training for their duties, and taking part in the educational process which

affects not only the children but also themselves.[4]

Italy: selection and training of teachers to suit local conditions

Of very great interest indeed to the developing nations will be the experience of the Italian scuole comunali (community school), in selecting and training its teacher corps and in associating them with the administrative management and academic work of the school.

The scuole comunali can choose teachers with some freedom; they are usually required to live within a certain distance of the school. This secures stability and helps to overcome the problem of dialect. Local authorities often organize preparatory courses for teachers prior to the opening of new schools. In these courses a large amount of time is used for practical training, mainly in the school but also in other types of social work, like visiting families and institutions, assisting school doctors, etc.

The teacher is expected to enter his/her new job having acquired a first-hand knowledge of the social and cultural problems of the area. Besides this training, the basic programme of the courses covers developmental psychology and educational techniques. The courses are often held by the same psychologists and educational experts who are already engaged in work in the area; therefore more emphasis is given to the themes most relevant to the needs of the area. Questions like cultural disadvantage, handicapped children, dialects, etc. are covered, not only through lectures and readings, but also through direct observation and interventions by the students during the training periods.

The gestione sociale puts a heavy demand on teachers, because to some extent, they become responsible for the education of parents. They try to fulfil this task

[4] Heron, A., op. cit., p 88-89

*through daily contact with them, and through the committee meetings and assemblies which are often called to discuss educational issues. Very important, in this respect, is the presentation of the working programme at the beginning of the year. On that occasion, teachers have the opportunity to point out - especially to the most disadvantaged parents - the importance of the activities they intend to pursue and to ask the parents for co-operation both in and outside school. On the other hand, these meetings guarantee that the school programme will be reasonably homogeneous with the cultural and social needs and beliefs of the community. In this way, after their basic training courses, the teachers undertake continuous training in working with both children and adults.**

In fairness to the complexities of the problem of teacher preparation in developing countries, it must be conceded that the single most difficult task before them is: HOW TO SHORTEN COURSE DURATION WITHOUT DILUTING TOO MUCH THE QUALITY. The stipulation is difficult, for in many situations, as was hinted earlier, some dilution is inevitable. But this should not necessarily cause concern, provided the loss of quality is within reasonable limits of tolerance.

But the fact is that there can be no one simple answer to the problem; in the very nature of the case there must be a variety of solutions integrating elements of the theory and practice of teacher preparation, and of pre-service and continuous in-service preparation, depending on the specifics of each national situation.

Those engaged in research and in the day-to-day business of preparing teachers for pre-school and other institutions have a special responsibility first to analyse the problem and its different constituents, and then to design studies and training models in collaboration with one another that can respond to the needs of the situation.

* Bernard van Leer Foundation in co-operation with the Ministry of Education, Malaysia, "*Sustainability of change in education*, p 129-132, from 47 N.S. 8, p 15-16

Upgrading the quality of the supervised home day-care system

As could be easily inferred from the reference to this system on page 27, it is a more flexible and less costly solution to the care problem of the pre-school child.

If satisfactory standards have to be reached and maintained, the importance of making the training of the selected mother really good and effective cannot be overstated. While including elements of home nursing and first aid, her training, even though of short duration, must give her a good understanding of the developmental needs of the child. The task is by no means easy; but it can be accomplished if the choice of the contents of training is made carefully and with an eye to the commonest physical and emotional problems encountered by children in their particular cultural environment. Of special significance will be the practical aspects of the training. A good dose of "on-the-job" experience under the watchful eye of a competent trainer could be most rewarding.

In the long run much will depend on THE QUALITY OF SUPERVISION, which should be both inspiring and technically competent. Those to be selected for the responsibility should not only be experienced in the art and science of early childhood education, but must be committed men and women with all the skills and graces of social interaction and communication.

Strengthening the quality and competency of the home

When all is said and done, the institutional forms of ECCE in a country - both formal and non-formal - will not be able to cover, for a long time to come, more than a fraction of its pre-school child population. The low figures of pre-school coverage quoted in the earlier sections of this presentation suggest that very definitely.

This means that for the ordinary child at this age, the only institution to which he will have access during the most formative years of his life, will for long continue to be his home or family. Unless the care-giving and educational role of this institution can be strengthened, the ordinary child, one is afraid, will continue to remain deprived of the benefits which experience and modern science and pedagogy are otherwise able to confer upon him.

Short of throwing up one's hands in despair, how can at least a beginning be made with a gigantic task of such enormous proportions, involving in some countries millions and millions, and in many others, hundreds and thousands of homes and parents?

Happily there is awareness of the problem and of the need to do something about it. Several delegations to the 37th session of the International Conference on Education (Geneva, 5-14 July 1979) in their interventions outlined the nature of national efforts to educate parents. Two categories of parents were being separately catered for:

(a) those who were not aware of their role as educators and

(b) those who were aware of their role but did not have the basic skills to perform it effectively.

Not only publicity campaigns carried on through posters, press, books, radio, television, seminars and conferences, but also programmes of functional literacy and adult education had been mounted to bring about attitudinal changes and provide knowledge and skills to both categories of parents.

Some Member States had specialized schools, centres or institutions which prepared parents for their multi-faceted task of child rearing where educational functions had been specifically stressed.

> *Non-formal education programmes organized in diverse ways involving the community, industrial and agricultural enterprises, religious institutions, trade unions, political bodies, etc., are being widely used. Among these are such innovative approaches as training mothers to provide early intellectual stimulation to children in the course of daily care; the use of poetry in radio broadcasts as a vehicle of information; joint counselling of parents and pupils; large-scale involvement of parents in assessing and reviewing children's performance. (12)*

What is being done is relevant and heartwarming. But is it enough? In so far as the developing nations are concerned, is it not a drop in the ocean? Unless a special group in a country has recently studied the nature and magnitude of the problem of parent education and submitted its recommendations, which are already being implemented and are receiving consideration, the appointment of a task force consisting of experienced and knowledgeable persons with first-hand practical experience of planning and executing mass campaigns in such areas as health, literacy, political education, etc. to suggest a national plan of parent education, making fullest possible use, inter alia, of existing institutional resources, programmes of adult education and modern communication media, could be a useful first step in the right direction. The terms of reference for the working group should be clear that the plan to be prepared must be time-bound, that is, within a suitable time frame (of say 3 or 5 years). Further it must be realistic, that is, implementable within the existing monetary, personnel, and other resources of the country. To facilitate actual execution of the plan without delays and postponements, the details of operationalization into programmes and projects must also form an integral part of its formulation.

Examples of efforts to strengthen home-based activities in ECCE come from various parts of the world. Particularly interesting is the Australian experiment in equipping parents for this task through (a) distance teaching specially through

correspondnece and (b) organization of mutual consultation and reinforcement for parents with pre-school children in sparsely populated areas (e.g. Project SPAN). The experiences of a Unesco field staff member in preparing parents among Kampuchean refugees in camps in Eastern Thailand provide pointers for action in disadvantaged communities:

A suggested framework for home-based ECCE activities:

The following illustrative sequence has been derived from empirical observations of activities in rural homes in Thailand, and in the Khmer refugee homes in the Refugee Holding Centres in Thailand. At the moment, the sequence is being investigated as a component of parental education-cum-child development in the Holding Centres and already it is clear that a major difficulty is convincing mothers that they can contribute to the enhanced development of their children.(13) It attempts to provide a framework for home-based child-development activities.

To the components indicated, langauge development and affective development may be added, but being highly culture specific, they are not included here.

A. Perceptual motor learning

(Note: In all of these the parents verbalize actions whenever possible - "We are now doing..", "Now we are doing.." etc.)

(a) Gross motor co-ordination

- Lying on the ground/mat and rolling body in a controlled manner, done as game.
- Crawling on hands and knees in normal (smooth) fashion and imitating animals, such as rabbit, elephant, crab, done as game.

- Sitting in normal erect position; bending body forward/backward in sitting position; bending body sideways in sitting position; similar movements for hands and legs - made into a game for separate actions and built into housework such as picking up fruit, taking dry clothes off line, for integrated actions.

- Similar actions for standing in normal erect position and movement in standing position (both game for separate actions and integrated into housework).

- Similar actions for movement in erect walking positions (again as game for separate actions and integrated into housework).

- Similar actions for movements in walking/running, including running on track or obstacle course without changing pace involving jumps of various heights (again as game for separate actions and integrated into house activities).

- Throwing things with accuracy - at fruits to pluck them, rope over the branch, skipping stones on the surface of water in a pond (again as game for separate actions and integrated into house/garden activities).

- Using muscular strength for carrying, stacking, etc. such as for firewood, pans, clothes, farm implements, water pots; mostly as house activities.

- Dancing and rhythmic movement in standing, moving and sitting positions - integrated into house activities wherever possible - such as when draining water from rice, rocking babies, cutting vegetables (i.e. all actions that have in them periodic rhythm and sequence).

(b) Fine motor co-ordination

(Note: Mostly as part of home activities)

- Folding and stacking clothes as part of housework.

- Plucking (small) old leaves from vegetables, or sorting rice, before cooking, and other kinds of sorting in house activities related to size, colour, shape, etc.

- Removing lice and lice eggs from hair.
- Combing one's own and another's hair.
- Stringing beads.
- Tracing patterns on sand, moist earth, wet clay, trays of seeds or grain or flour, making patterns with ekel broom in garden while sweeping.
- "Colouring" outside (mud) walls of hut with lime (calcium hydroxide) for protection against wash away, and if acceptable colouring with patterns, walls of hut, with ground charcoal, lime, latterite soil, crushed spinach leaves and cow dung, or jack root mixtures.
- Playing marbles (with stones, seeds, etc.)
- Assembly of various home items such as handles on knives, putting on clothes and buttoning, cleaning vessels and implements.
- Simple sewing (with large bamboo needle), or lacing, or bamboo strip patterns.

(c) Body image

(Awareness of body and its capabilities - an important step in the development of self-worth - basically what are the parts of the body, what does each do, how do we make them do it, where is the body and its parts in space while they are doing it.) (Here several cultural "modesty" practices may be brought in.)

- Pointing to parts of the body and saying what each does and can do.
- Drawing (on sand, wet clay or moist earth), if possible life size, others' bodies and one's own.
- Completing partially-completed drawings of parts of body.
- While walking, running obstacle races, home activities verbalizing what they are doing and where hands, feet etc. are while they are doing the activities.

- Imitating another's body movement and speaking about it.

(d) Gestures

- Last activity in (c) could lead to responding to others' gestures and demonstration and practice in this regard according to cultural idiom. As many as possible may be included, from simple gestures such as for moving towards or away, to cultural greetings and expressions of various emotions.

(e) Laterality and directionality

- Left and right orientation from body middle line, colouring finger nails of left or right hand to help orientation, and referring to these during house activities.
- Using traditional left/right practices - such as eating with right hand, giving with right hand, washing after toilet, with left hand.
- Changing directionality say left/right while facing the shrine and when facing fireplace, or when facing house from outside and when facing the outside from inside the house - all the while keeping a person's midline as the standard for reference.
- Using pictures drawn in (c) for left-right orientation and for changing directionality.

(f) Proximity perception

(Approximate distance from bodies of others while they are communicating with them - how people structure micro-space, i.e. the distance between people in conduct of daily transactions, including organization of space in houses, and ultimately in the village community. This is highly culture specific.)

- Activities may be derived from recognition of culturally accepted (i) intimate zone, (ii) personal zone, (iii) social zone, (iv) public zone.

B. Visual discrimination

(a) Visual reception

(Ability to obtain meaning from visual symbols i.e. selecting essential visual cues, scanning the perceptual field in conscious search of information, organizing visual cues received into a recognizable whole, attaching meaning to visual symbols that are seen.) (Note (1): as for visual, equivalent components apply for reception through hearing, touching, tasting, smelling. Note (2): particularly visual reception, is integrated into activities in (A) above - for perceptual motor co-ordination.)

- Identifying shapes, colours (letters, numbers later) of common home and garden objects, including seeing differences.
- Tracing outlines of objects common in the home and garden (on sand or clay or moist earth etc.)
- Matching pictures (drawn on sand or clay or moist earth etc.) to actual objects found in the home or garden.
- Identifying objects' colours, shapes, in pictures, paintings etc. on temple walls or festival decorations or folk drama backdrops.
- Identifying shapes in clouds.
- Making shapes out of clay or moist earth.
- Identifying missing parts in real objects (handle of knife or pot missing, etc.)
- Identifying missing parts in pictures drawn on clay or sand or moist earth etc.
- Matching words to objects in the home and garden.
- Matching words and sentences to objects and events in real life (such as cow walking, leaves moving, priest preaching, etc.)
- Matching words and sentences to objects and events in pictures such as on temple walls.

- Various sorting exercises related to home activities as in(A).

(These activities can lead to further "advance" aspects of visual discrimination, such as the following; but they would require contrived inputs from parents at a higher level of sophistication;

(b) Figure - ground discrimination

- Finding hidden figures (numbers, letters etc.) in pictures; "What is different" in two almost identical pictures or objects (say a few fence poles not vertical in one part of a fence); scanning for a particular object in a temple wall picture or in a tree; later isolating words that are run together in sentences; naming objects from their shadows.

(c) Visual closure

- Completing dot-to-dot (later number to number or letter to letter pictures); naming missing parts of objects/pictures; assembling partially disassembled objects (later completing words with letters missing; completing sentences with words missing).

(d) Visual association

- Identifying opposites such as this will cut (knife), this will not cut (piece of cloth); matching pictures drawn on sand or moist earth or clay or people to their work, animals to their young; indicating verbally why objects are or are not included in a group in terms of shape or colour or size.

(e) Visual memory (re-visualization/visual sequential memory)

- Use auditory and kinesthetic modalities for prompting visual recall (in drawings) and gradually withdraw these; expose to visual image for a few seconds (closing eyes /opening eyes/closing eyes and recall visual image with drawing; (repeat later with letters, numbers, words); verbalize series of sub-operations of a given familiar operation such as feeding the calf,

planting rice, cooking, washing; jumble sub-operations and ask for correct sequence.

(f) Eye-hand/visual co-ordination

- The exercises in (A) assist in this, and further activities as stacking, games for throwing and catching; eye tracking games such as for a baby buffalo running, or a fish swimming.

(g) Visual form constancy (conservation of visual form)

- Such as recognizing colour of cows not constant but form constant; cows at different distances having same form (later letters with different type forms).

(h) Visual position in space

- Recognizing objects such as fruits, vegetables, stones, seeds, etc. inverted, reversed, rotated etc.; locating direction of objects such as fireplace, toilet, door, water pot from oneself; locating household objects from verbal directions; imitating body positions.

(i) Spatial relations

- Judging distance between objects, say fireplace to mat and water pot to mat, i.e. more to walk or less to walk (and later village headman's house to one's house and temple to one's house, and still later market to temple and river to temple).

C. Auditory discrimination

(a) Auditory attention/discrimination

- Drawing attention to sounds around the house and garden starting with amplifying sounds to increase the difference between sound and "no sound", and using visible sound sources such as pots, coconut shells, coconut scraper while housework is being done. (At times the learner's head may need to be gently pointed towards the source of sound).

- Games for recognizing various sounds and functional

use of sound such as when rice is boiling, when the hen has laid an egg, when the pig is eating, when the cow needs to be milked.

- Rhythmic patterns using lullabies, songs, festival drums, work sounds such as chopping wood, winnowing rice, milking cows, and nature sounds such as water in a stream and wind on grass and paddy, and bird songs.

- Imitating rhythmic patterns with beats using, say, two bamboo sticks or coconut shells.

(As with (B), these activities can lead to further "advanced" aspects of auditory discrimination, such as the following; but they would require contrived inputs fron parents at a higher level of sophistication).

(b) Single dimension auditory discrimination

- Using discrimination among frequency (pitch), loudness, number, rate of presentation of sounds, duration, kind, location - and both speech and non-speech sounds may be used. Sounds of farm animals and birds in the garden may be used for this, as well as household sounds (including snoring). Seasonal or periodic sounds such as of rain, wind, can also be used for this purpose. Language sounds should be given special attention after experiencing nature sounds.

(c) Multiple dimension auditory discrimination

- In this combinations of the variables indicated under (b) are used for discrimination - again utilizing nature and speech sounds.

(d) Auditory figure-ground discrimination

- Practice in separating stimuli from irrelevant stimuli may be woven into (b) and (c) with such injunctions as "listen to the pig grunt" in the midst of morning farm noises and then shifting to "listen to the chickens". Similar figure-background discrimination may also be practised with home sounds - such as cry of a baby when hungry over the other home sounds or sound of boiling rice over other sounds).

(The following are to be taken up as essential to audio discrimination. They are usually practised by the mother and peers as a child starts learning language at home. They form the basis of conscious development of adult models).

(e) Speech articulation

- Vocalizing individual speech sounds, in particular correcting pronunciation of individual speech sounds, sounds omitted when speaking, incorrect sounds substituted for correct ones, adding incorrect sounds to words etc. These should generally be done as part of ordinary communication between the parent and child, during the course of housework.

(f) Auditory reception and verbal comprehension

- Following parental verbal directions for household work and verbalizing the work as it is done together by the parent and child; parent verbally describing and having the child describe actions, likenesses and differences between sounds (number, volume, pitch); parent asking and answering questions related to the home, farm, community, that require yes/no responses; parent repeating sentences (related to the home, farm, community), of increasing length and complexity and prompting and cueing child to do the same; child learning songs and chants from parents and parents disintegrating these into sentences and words and explaining the meanings while repeating the sentences (same for stories); word and sentence games such as "Who barks, a rabbit or a dog?", or "I am thinking of a word that tells us what we use to carry water from the well"; much folk knowledge such as regarding animal and plant behaviour, weather, local medicine, customs, may be woven into games or taught for verbal comprehension; sermons at the temple or talks or stories told by others outside the family may be analyzed and "gone over" with the child for increased verbal comprehension from auditory stimuli (voice forms) different from what the child has been used to.

(g) Auditory association

- Involves essentially verbal classification of objects and sounds, organizing words into categories, holding two or more concepts in mind and considering them in relationship to each other, explaining in own words. May be started with classifying household, farm and community objects after hearing their names, verbalizing opposites such as sit/stand, open/shut, in the context of doing one of these actions and later without actions; building concepts of likeness and difference by explaining how a group of objects taken from home, farm, community, are alike/different; identifying details and main characters of a story or real life episodes; predicting outcomes of incomplete sentences, then stories.

(h) Auditory memory (re-auditorization/auditory sequential memory)

See (B) (e) earlier and may be combined with visual, but with emphasis on auditory; word association games such as sarong, shirt; axe, wood; and later to longer chains; recalling sounds from the farm, home, temple; imitating speech patterns of others; "hearing sounds in the head" games after sounding them; listening to sound sequences (with visual) (say) chopping wood to stacking wood and then without visual, predicting which operation is taking place; memorizing songs, chants, jokes, riddles, etc. Sound blending (synthesizing and integrating isolated sounds) and sound closure completing word when part of it is sounded, may be woven into auditory memory.

(Note: Vocabulary development and verbal expression are already incorporated especially in Sections (B) and (C).

The framework of home-based activities indicated above can lead to programmes that would make advances beyond the cultural deficit model, towards a model that is more convergent with social justice and egalitarian principles, in that it bases its design upon fundamental developmental dimensions of

any child, irrespective of whether the child comes from an advantaged or disadvantaged home, and yet does not violate the child's culture, but mobilizes and utilizes the richness of activities, events, customs and materials in the disadvantaged home and environment to reinforce and extend the fundamental child development dimensions.

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IV

MEASURING QUALITY OF PRE-SCHOOL EDUCATION

Strictly speaking the quality of pre-school education may be said to depend on the degree to which it achieves, in measurable terms, the preferred goals of child growth and learning in a given period of time against a given unit of cost. Other things being equal, of two competing programmes, the one which registers a larger measure of achievement would be regarded as of higher quality.

The goals of ECCE are many - as many as the different aspects of the child's growing personality - physical, cognitive, emotional, social, moral and aesthetic. A good programme of ECCE aims at achieving substantially all of these. More concretely a good programme should be able to assist the child to achieve such things as:

- *Develop self-identity and self-esteem;*
- *learn to live with other children and to respect the rights of others as well as valuing their own;*
- *learn to work and play independently, be at ease about being away from home and able to accept help and directions from adults;*
- *be curious and seek answers to questions;*
- *be creative and imaginative;*
- *have initiative;*
- *strengthen physical skills, using large and small muscles;*
- *widen their language skill, both in listening and in speaking;*
- *control aggression and destructiveness;*
- *channel spontaneous energies to orderly behaviour and work;*
- *grow intellectually and emotionally.*

The point now is how does one determine whether and to what extent a child participating in a given programme of ECCE is actually developing along these lines? Any one with experience of working on the construction, standardisation and application of achievement and personality tests will be able to testify how difficult and complex the task is.

- The problem in the first place is to identify and separate a whole lot of interdependent variables.
- Second, how to devise a scheme of measurement for the selected variables which is both reliable and valid.
- Third, how to control the physical and social conditions in which children participating in a given educational experiment or study live, to determine confidently the relationship between the programme or curriculum under investigation and the different kinds of gains - not just the cognitive ones - that children make or do not make.

Happily considerable research activity has occurred and continues to be in progress to fathom, as it were, the mysteries of the child's mind and its development. But we are nowhere near the point of establishing and making practical use for educational purposes of simple relationships between educational fares of different kinds on the one hand, and the child's achievements on the other.

Since the cognitive aspects of a child's personality are in some ways the easiest to measure, in most educational systems there is a tendency to take the least line of resistance and concentrate on cognitive goals to the virtual exclusion of others (emotional, social, moral and aesthetic). That is why there is so much preoccupation in many pre-school institutions, the world over, with the teaching of the 3 R's, and with his preparation for entry to primary schooling. The situation is badly in need of intensified efforts on two fronts:

(a) mapping out and measurement of non-cognitive aspects of child personality;

(b) development of practical guidelines and checklists

which teachers in rich and poor countries alike can use, with necessary additions and adaptations, among others, for the following purposes -

(i) choice of activities and possible combinations of activities most suited to the development of the child's personality in his particular cultural environment;

(ii) use of indicators suggesting that the child's progress along different dimensions of his personality - physical, intellectual and others - is satisfactory;

(iii) use of indicators or signals suggesting that for a given aspect of child development, there is blockage or retardation;

(iv) possibilities of remedial action with children having problems of learning and adjustment.

V

IMPROVING MANAGEMENT OF EARLY CHILDHOOD CARE AND EDUCATION

As all developing nations suffer from paucity of resources, the question of improving the management of their educational, health and other services, with a view to enhancing the effectiveness of resource application is always a very important one. It is not a little paradoxical that nations having severely limited resources turn out sometimes to be the ones with the most wasteful and unplanned record of resource utilisation, and are also the ones quite unwilling to streamline their existing administrative practices.

As management is a very wide subject, we have chosen to limit our brief comments in the present context to the following three aspects of pre-school education:

(1) control and co-ordination at the top (Ministry level);
(2) supervision; and
(3) management at the grassroots, i.e. institutional or programmes, level.

Control and co-ordination at the top

There are in the main three structural models for the provision and supervision of ECCE:

- The first model is based on a division of responsibility between concerned ministries on the basis of age, though there could be some overlap.
- The second also is based on a division of responsibility between different departments, but this time on a functional rather than on a predominantly age basis.
- The third arrangement is of the unitary type, one and the same ministry being responsible for all pre-school education from birth to compulsory school age.

In countries where the top administrative structure conforms to the first model, the age-group from birth (or 6 weeks, or 6 months) to 2½ or 3 years is usually the

responsibility of a ministry of health and/or social welfare: the older group - up to compulsory school age - comes under the ministry of education (and/or science, culture). In both sectors, both part-time and full-time provision is to be found: the former may be part-day or sessional (e.g., two days per week) and the latter may in fact be only the full school day, with or without provision for coverage before and after school hours and during lunchtime.*

In countries where the structure resembles the second model, the ministry of health and/or social welfare is responsible for full-day care from birth (or soon after) to compulsory school age, and the ministry of education for part-day, sessional or full school day provision in nursery school or kindergarten for the age group from about two or three years to compulsory school age. It is thus a partially dual system in parallel.**

In countries with the third model structures of administration, as the same ministry is responsible for all pre-school education from birth to compulsory school age, no distinction is made between provision of 'care' and 'education' at any age, and close co-operation between ministries of health, welfare and education is provided for under the relevant law, even though for administrative convenience the overall responsibility is entrusted to one ministry.***

Considering how difficult and frustrating problems of co-ordination can become even in a highly developed country, when more than one department is concerned with the control and administration of pre-school education, there need be little question

> "...that the best interests of the young child, his parents and family, and of the state are most likely to be advanced by the adoption of a unitary structure, and there is little doubt that it is the preferred model even on the economic grounds that efficient use of inevitably limited resources will be maximized. The recent (1977) report****of a joint working party set

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* Heron, A., op. cit., p 51

** ibid., p 51

*** ibid., p 51-52

**** *Under fives*, Association of County Councils/Association of Metropolitan Authorities, London, 1977, p 11, quoted in Heron, A. op. cit.

up by the two national associations representing local government in England had this to say:

> Local government frequently finds itself unable to do what it wishes because, nationally, systems and attitudes remain too rigid and inflexible; this is particularly so with the under-fives where there is a clear division between the responsibilities of the Department (Ministry) of Education and Science (DES) and the Department (Ministry) of Health and Social Security (DHSS) and where national salary agreements and conditions of service reflect the different areas of influence of the two central departments...
>
> The failure of the DES and DHSS hitherto to work together in the interests of young children is a major obstacle to changes in the pattern of service. There has been but little evidence of effective co-ordination..."*

An important variant of the first model is not to involve the concerned central ministry directly in the administration of pre-school education, but to entrust it to a non-governmental organization.

In Cuba, for example, the whole enterprise has been entrusted to the Federation of Cuban Women - including the direction of the Children's Institute, responsible for scientific research and for raising the standards throughout the country of both service delivery and personnel training. The arrangement has worked very well and relies largely on para-professional staffing for its day-care centres.

Need for a policy

Many governments wanting to involve themselves actively in the provision of ECCE have found it useful to issue a formal policy declaration or adopt a resolution on the subject.

In Peru, for instance, the educational reform of 1973 officially made the Ministry of Education responsible for the

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* Heron, A., op. cit., p 52

education of children from ages 0-5. The Ministry has responded by establishing pre-schools (Centros de Educacion Inicial), by experimenting with programmes providing parent education, and, occasionally, by assisting local initiatives involving centre-based child care using community volunteers.(14)

In India, there has been since 1975 a National Policy for Children approved by the National Parliament. It led to the establishment of a National Children's Board whose main functions are to provide a focus for education and welfare, and to ensure continuous planning, review and co-ordination of all essential services.

What exactly should be the scope of a policy declaration or resolution is a matter for the government of each concerned country to decide in the light of its needs and resources. A group of experts meeting in Bangkok in 1978 has urged for consideration the incorporation of the following in such a statement:

- *the emphasis on children of disadvantaged populations;*
- *the inclusion of the whole age-range 0 to 6 years;*
- *the need to provide integrated services for the development of the whole child, including health, education and nutrition;*
- *the focus on the child in the family, and where possible, the child and the family;*
- *the role of early childhood services as vehicles for social change;*
- *the place of early childhood education as a component of lifelong education.(15)*

A developing country may sometimes adopt a policy statement on ECCE or for establishing some other badly-needed service without realizing that such a commitment often carries with it the implication to re-order national priorities. Such re-ordering being difficult and painful, even when the need for it is seen clearly, tends to be avoided. This is not difficult to understand.

"When there are problems of over-population, insufficient food, inadequate hygiene, widespread disease, lack of basic education and limited material and human resources, it is unlikely that much attention will be directed towards improving the quality of the educational environment for the child."*

The fact of the matter is that in many developing countries the need for early childhood programmes presents both an economic and an ethical dilemma. The effects of poverty on children are devastating. Yet, the effects of chronic hunger and unemployment on their parents are also cruel. The complex and persisting problems of poverty alleviation will require many strategies, and early childhood education should certainly be one of them.(16)

However difficult the problem of priorities, hopefully the arguments for pre-school education in many countries in recent years have been gradually shifting from welfare objectives to those of social and economic development. It is argued that healthy, mentally alert children will not only be able to work harder, and learn more easily, but they will also be more likely to remain in school longer, a circumstance that is thought to affect future productivity in several ways. While increasing human potential for learning, pre-school investments are presumed also to have a pay-off by reducing drop-out, repetition, and the need for special attention to meet minimum standards. (17)

It is hardly necessary to point out that the mere adoption or issuance of a policy statement on pre-school education, however lofty and inspiring the message and call for action, will not, by itself, carry a country very far. To be of real service to children and the society at large, it must be translated into practical timebound programmes that can be implemented within the resource constraints of the economy.

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* *Final report, meeting on pre-school education as the first phase of life-long education (Ed-76 CONF.608/Col.3 (mimeo)*, Unesco, Paris, 1976, p 9.

In order to do that effectively, the conventional "top-to-bottom" planning model which has all along concentrated on aggregate "targeting" with insufficient attention to its disaggregation into separate identifiable projects will have to be replaced by the reverse "bottom-to-top" process. The warning is important. Without assiduous collection of socio-economic and educational data regarding individual families and their children at the grass-roots level, and without identifying with reasonable accuracy the local resources - institutional community and others - that would need to be pressed into service for the policy goals to become at all achievable, it would be wellnigh impossible to make much headway towards the expansion or improvement of ECCE facilities in places where they are most needed.

Supervision: Need to restructure

A reference to the need to evolve an effective system of supervision that can serve to sustain the quality of expanding ECCE services was made earlier.

What complicates the pre-school situation in the developing countries is that many new and unconventional forms of pre-school facilities are emerging for which no known models or supervisory activity are available.

Apparently one essential condition for any scheme of supervision purporting to contribute to the quality of pre-school education in the changing situation has got to be that it is maintained at a certain level of intensity, as judged by the frequency of supervisory visits, time available for interaction with the personnel of the concerned institution during each supervisory visit, and the continuity of contact and follow-up. For realizing the possibility of such a function, the supervisory resources would have to be large and available locally or as near t_ the location of the institution as

possible.

The only way to create such a model would be to establish a functional network of supervisory facilities involving not only the specialist staff of the education department meant for pre-school institutions, where such staff exists, but the staff resources of all other institutions and social service agencies in the neighbourhood - health, nutrition, education, social welfare and so on - that are associated with or could be made to be interested in one or more aspects of the work of the pre-school institutions. One principal advantage of such a network would be to augment the counselling resources of the country or the operational area unit on which the constituents of the pre-school system or sub-system could draw freely according to need.

The creation of such a network and the working out of all the details of its structure and functioning would naturally raise difficult problems of control, organization and co-ordination. But the problems are by no means insuperable.

Perhaps the use of a local committee or group of influential persons interested in the pre-school institution and its work could, with the blessings and support of the country's central or district administration, be one possible instrumentality to achieve this.

While on the subject of supervision, it is interesting to note that the ECCE services in New Zealand are characteristically more part-day than full-day, and more dependent on voluntary involvement (mainly of mothers) than is usual. They are also widely dispersed over rural areas, some of which are thinly populated. A valuable feature of the existing provision has been the roving field-workers -

trained and experienced advisers provided by the Ministry of Education - and in recent years calls have become more frequent and more insistent for their numbers to be further increased.*

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* Heron, A., op. cit., p 94

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VI

IMPROVING INSTITUTIONAL OR PROGRAMME MANAGEMENT THROUGH COMMUNITY PARTICIPATION

The reason why the principle of community participation in social work has won universal acclaim among planners and administrators all over the world is that it

- creates resources where resources are lacking
- maximizes their utilization by enlarging public awareness of the problem and people's expectations, and
- contributes to the development of human resources by making people more self-reliant.

The establishment of ECCE services is a case in point. There have been several references in the foregoing sections to suggest that if the principle of community participation had not been invoked in a big way in countries as far apart as Colombia in Latin America and Vietnam* in Asia, there would have been no answers to the problems of quantity and quality, relevance or effective management as we understand them today.

Community participation is a master key, a solution which cuts across problems and political systems and is the only guarantee that in the end people will get what they want provided there is participation.

* For want of space no reference was made earlier to the nationwide programmes of some 36,000 day-care centres of various types in the Socialist Republic of Vietnam. To nourish children is regarded as an important aim in the day-care centres. The reason is that when physical strength develops well, this constitutes a good basis for all-sided development. Short-term courses about nutrition are based on regional economic characteristics to teach cooking techniques, in combining food products in such a way as to increase the nutrients and in a more balanced proportion. Many day-care centres have orchards where fruit-trees are

.../...

And furthermore, the advantages of community participation are not limited to those of a material kind only; even more important are the gains in improved human relations and understanding of 'each other's' problems, which result without fail whenever there is a genuine effort to involve a community in identifying social and other problems, and in mobilizing its own resources in tackling them. Often enough through constant interaction between teachers and parents, for instance, their expectations will harmonize: parents will stop pressurizing teachers to teach young children how to read and write and do arithmetic; because of an improved understanding of the true goals and objectives of ECCE, they will also stop complaining that teachers waste time instead of teaching when a lot of play and informal learning is arranged as part of the pre-school programmes. The big practical question really is: what are some of the conditions that facilitate community participation?

Perhaps we can do no better than invite attention

> "...to a report* for the 1977 UNICEF-WHO Joint Committee on Health Policy, based on case studies on community involvement in primary health care in nine countries. No less than twelve factors were there identified and discussed as having proved 'favourable to community participation'; these included the following:
>
> - *Specific government policies to encourage community participation were found to enhance the extent and depth of participation;*
>
> - *Maximal community participation was achieved when limited local resources were complemented by external resources, especially those provided by the government;*

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grown and cared for by aged people. Buildings and works are contributed by community labour and money raised for the welfare of the little ones. There are some districts which boast of the drive to grow trees and give fruits to the children or to raise hens and geese the eggs of which will be offered to the creches. Nearly 50% of the kindergartens have their own plots of land sown with beans by the nurses who are eager to improve the food quality for the children.

* *Community involvement in primary health care: a study of the process of community motivation and continued participation*, Report JC 21/UNICEF-WHO/77.2, Rev. 2, WHO, Geneva, 1977, p 50 et seq., quoted in Heron, A., op. cit.

- *Specific government programmes for rural and urban development were found to favour community involvement in primary health activities;*
- *Government administrative decentralization and regional planning appears to have given an impetus to community participation;*
- *The ability of the community to generate activities and participate in them was dependent upon the availability of and the extent to which local resources could be mobilized (these were listed as leaders, personnel, financing and materials);*
- *Projects and activities, where children were the immediate beneficiaries, were used as a starting-point for further community efforts;*
- *Development programmes in specific sectors have served as an entry point for the introduction of comprehensive programmes, which have encouraged community participation in wider development activities;*
- *Non-governmental organizations provided channels for community participation.* *

And now we give two concrete examples to show how the involvement of local communities in the administration of pre-school institutions can make such a difference to the quality of their educational work and internal administration. One of these comes from Italy, a reference to which was made earlier, and the other from Australia. Notwithstanding the fact that both Italy and Australia are developed nations, the examples have every relevance to the situation in the poorer countries.

Italy's scuole comunali - management by teachers and local community

A pre-school mainly intended as a playground or a refuge for the disadvantaged child can not provide enough stimulation to him for the simple reason that while it

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* Heron, A., op. cit., p 58-59

does provide a technical set of competencies, it fails to arouse an intrinsic motivation for intellectual achievement in the child who has not been benefiting from relevant cultural experiences within the family. The so-called enrichment curricula of such schools also fail to emphasize the importance of a systematic connection between activities in school and life in the family, while in fact the involvement of parents is a necessary condition for the design of a good curriculum at the pre-school stage. The scuole comunali, which are less hindered by bureaucracy and more deeply-rooted in the life of local communities (sections of large cities, small towns, etc.), have made substantial contributions to the solutions of these problems.

The most distinctive feature of the scuole comunali is the so-called gestione sociale. It means that teachers, families and other members of the community share the responsibility for the school organization. The teachers team develops the curriculum and can ask the advice of experts in the educational, psychological or social field. There is then a committee formed by the teachers, representatives of the parents (elected), the local authorities, the trade unions and other religious or cultural groups active in the area. The committee discusses the curriculum and approves or modifies it. It also has administrative responsibilities. The committee is itself responsible to the general assembly of parents (open to any interested member of the community).(18)

Australia: community participation in institutional management

One of the difficulties of generating worthwhile community involvement in the Mt. Druitt setting has been that there is no history of lasting community involvement in Australian education. The realities of political decision-making and its funding procedures precluded the involvement of all the school's sub-groups in the planning process. A true partnership, with all members of the school's community sharing equally, however, is the main goal of the project. To achieve this goal two levels of structure have been established. The first comprises parents, educational administrators and influential community members who meet formally as a group. This body is the means whereby factors which can affect the project's effective

implementation are brought to the attention of the policy-makers. Generally, as a formal structure, this body has functioned effectively and has played no small part in the transmission of ideas and recommendations to the policy-makers and the maintenance of open dialogue. On the less formal level varying structures have been created by the differing groups to satisfy specific needs. The successful harmonization of both levels of structure seems to be essential if the project is to be judged successful.

The leitmotif, underlying this particular approach to greater community involvement, has been the realization that if community participation has to be purposeful and effective, one must always work with, and not for, parents. Too often parents and other community members are content 'to let others do it' - an approach contrary to the project's objectives. In working with parents it does seem essential that the various roles are clarified before they will co-operate. This basically means that the parents need to know what participation means before they participate. Usually this initial impetus for participation arises from a specific problem in which their help and guidance is sought and then they can be shown that their contributions are valued and have a bearing upon the ultimate decision.

*There is no question that the establishment and maintenance of innovatory ideas in early childhood care and education necessitates the involvement of all the sub-groups within the school's community. Furthermore, there is greater likelihood of the innovation being successful, if it represents a concerted effort by the sub-groups at the development and initiation phase.**

Integration of pre-school services at the grassroots level

This section opened with a reference to the problem of co-ordination at the top. Attention must also be invited at this point to a recent OECD survey by Tizard and Mantovani

* Bernard van Leer Foundation, op. cit., p 122-124 quoted in N.S. 8, p 16

which poses some very challenging problems to both the developed and the developing countries.

"An unfortunate tendency in most day-care centres is to plan services which reflect the concerns of the department responsible for administering them rather than services that are designed to meet the needs of the clients. Thus educational services pay too little regard to social issues, and those organized by social welfare departments are not educationally oriented. Neither pays adequate attention to the health needs of children. Similarly, services organized by a health authority, which are usually staffed by nurses, tend to have an excessive concern with hygiene and far too little regard for the children's psychological and social needs."

"Services organized both by the health authority and by the welfare authority usually pay little regard to the young child's educational needs. Either these are unrecognized or discounted or, more commonly today, they are believed to be the special concern of qualified professionals called teachers. Educational establishments for their part concentrate on what they see as their proper function, but regard the child's welfare - e.g. his care in out-of-school hours - as someone else's responsibility."

Drawing upon these conclusions, the authors reach the hard judgement that: "If this is true, it follows that a restructuring of the profession of early childhood education is a necessary condition for adequate early childhood care and education." This restructuring, it was argued, should hinge upon a careful re-assessment of what they term "parents and professionals".

Here there is a set of broad issues which is very familiar and relevant to countries such as Kenya which are exploring possibilities for establishing structures and services to meet the needs of the young child in a rapidly changing society. Again Tizard and Mantovani state: "Professionalism, with its associated hierarchies legitimized by qualifications rather than by competence or performance,

does not provide a good organizational framework for adequate ECCE. A further disadvantage of a service run by professionals is that it finds little place for parents, volunteers or non-professionals. Yet on manpower grounds alone a purely professional service will not be able to provide for more than a fraction of the children who would benefit from it; and by leaving out parents such a service is likely on the one hand to weaken rather than strengthen their confidence and ability to act as good parents, and on the other hand to enhance rather than alleviate mothers' feelings of depression, anxiety and low self-esteem. An integrated service would necessarily find ways of involving non-professionals as equal partners in ECCE.

It would also find ways of paying such people, where this was appropriate, and provide ways by which they might move from one position in the service to another without necessarily acquiring formal qualifications in a college or institute of higher learning. How to devise and maintain such a service is the central problem affecting the organization of early childhood care and education."*

There need be little question that in countries facing daunting problems of economic and technological development, the case for working out at local level - with national and regional advice and support - a viable delivery model for integrated or closely co-ordinated ECCE and family services and support is unanswerable.

The case for co-ordination is further strengthened on tactical grounds by the simple fact that such a 'delivery system' is much more likely to be fully used - in all its aspects - than is one which requires mothers and young children to deal with a variety, sometimes bewildering, of agencies an individuals. A Unesco meeting of experts in 1974 was

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* Tizard and Mantovani, *Day-Care Problems* in *Children and Society*, OECD, 1981, quoted from *Report of the National Seminar on Pre-School Education and its Development in Kenya*, Bernard van Leer Foundation, The Hague, 1982.

rightly emphatic

> "...that countries co-ordinate the services provided under their health, welfare and educational agencies. This should be done not only at the national level but it should also be implemented at the lowest political unit where possible. At the local level, it is hoped that this co-ordination will take the form of child-parent service centres. These centres would provide, at whatever level of assistance possible, support to the family and child during the pre-natal, post-natal and childhood years in the areas of health, welfare and education."*

The proposal was further spelled out in the following words by a well-known expert** from the UK at a 1976 conference on low-cost day provision for the under-fives:

> "More generally, expansion could, I believe, best take place through the development of integrated nursery centres offering medical services, and education and full and part-time day care as desired by parents - with parent participation and involvement. Such centres should serve small communities. To them could be attached smaller 'satellite' centres of a domestic type, and perhaps day foster-homes for which they could provide advice and back-up services."***

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* Final report, *Meeting of experts on the psychological development of children and implications for the educational process (ED-74/CONF.623/8 - Champaign-Urbana, Illinois, USA) (mimeo)*, Unesco. Paris, 1974, p 13.

** Tizard, Jack, in *Low-cost day provision for the under-fives*, Dept. of Health and Social Security/Dept. of Education and Science, London, 1976, p 44

*** Heron, A., op cit., p 61

VII

DEVELOPMENTAL RESEARCH

Nothing was said so far regarding the place of research in ECCE. The omission was deliberate; the intention before offering any comments on the subject was first to prepare the ground for a proper appreciation of the significance of research; particularly developmental research in this field.

Several references in the foregoing sections to innovative approaches to ECCE currently in progress in many parts of the world are suggestive that one of the more useful types of research activity is that which aims at developing concrete solutions to crucial problems from the field - whether the problems concern reduction of costs of buildings and equipment, recruitment of programme staff, training and orientation of personnel, or some other important aspect of the matter. Evaluation of such experiments to determine whether or not the problems under attack have been satisfactorily resolved, add further to our understanding of possibilities of their extension or replication elsewhere. This evaluation aspect of innovative pre-school delivery systems being designed and tested in different countries, as we shall have occasion to observe presently, has not received as much attention as it surely deserves.

To begin with it may be of interest to invite attention to the country replies to the 1974 survey which show that there was already a growing number of research centres, either private or attached to teacher-training schools, universities or ministries. The establishment of research centres is a sure indication that the existing ECCE system is already being called in question, and a guarantee of both the importance attached to it and of its further rapid progress.

In many ways pre-school education is in fact an ideal ground for conducting experiments in education:

- *curricula are practically non-existent;*
- *there are no examinations to be prepared for;*
- *the concept of effectiveness has not yet entered the picture;*
- *teachers can put into practice every aspect of educational theory, covering the development of every side of the child's personality;*
- *the effects are rapidly apparent, and a reasonable amount of experimentation does not jeopardize the children's future;*
- *the teacher should find time to observe each nascent personality and adapt her educational approach to the characteristics of the individual.*

It is understandable that pre-school education has always been particularly dear to innovators and that the most remarkable changes and advances in educational theory take place at this level.*

Some anthropological studies suggest that while the African child has a precocity in the first years of his life, he begins to lag behind the Western child in the second and third years. A successful study of the causes of this sudden variation in the African child's growth could bring to light one or more unseen negative factors whose control through a suitable reform of ECCE could be beneficial to the child.

Those familiar with the upper- and middle-class biases of prestigious kindergartens and nursery schools in big cities, to take another researchable situation, are aware of the emphases such institutions place in their work, play and recreational activities on the child's motivation and acquisition of orientation skills (reading, writing and using numbers) towards his entry to primary schooling. But, assuming the validity of such an objective, how effective is the curriculum of such schools as compared to the programmes of pre-school institutions with a greater sensitivity to the

* Mialaret, G., op. cit., p 60

cultural background of the child and the need to maintain a reasonable continuity with the child's life at home? It could also be rewarding to study the effects of overstimulation on the child's cognitive or intellectual development in such Western-oriented pre-schools.

There is no limit to the problems with or without a strong theoretical bias that could be thought of for interesting research in pre-school education. But perhaps the best and most rewarding opportunities pre-school education offers are those for developmental research.

By developmental research we mean research, including survey and data collection, which addresses itself directly to the identification of practical problems from the field, and to the working out of concrete solutions to these problems as an aid to the decision maker in his decision-making function. Action-oriented research is another good name for this type of work.

To illustrate the scope of developmental research in pre-school education, we could do no better than to have a look at some of the possible implications for research of a decision to build up a national programme of ECCE in a low-income country with few resources but some definite interest in going ahead:

(a) SURVEYS, including sample surveys and field studies:

(i) DEMOGRAPHIC SURVEYS of relevant population groups (urban, urban slums and shantytowns, rural, other disadvantaged groups like migrant workers etc.) by age, sex, important socio-economic characteristics such as occupation, level of income, literacy or educational level etc.

(ii) CULTURAL SURVEYS to study such characteristics of the different groups as language and its adequacy for the education of the young, religion, family

and social organization, customs, values, child-rearing practices etc.

(iii) surveys of existing SOCIAL SERVICE INSTITUTIONS and SOCIAL SERVICES at the community level, including health, nutrition and education;

(iv) TEST STUDIES TO CONCRETIZE COMMUNITY PARTICIPATION - separately for different cultural environments - and to identify possible community resources - monetary, personnel and others - for use in pre-school programmes.

(b) CURRICULAR STUDIES aiming at preparation of educational materials relevant to the child's cultural environment covering such items as language and communication, songs, stories, family relationships, toys and games etc.; field testing of educational materials for cultural suitability and cognitive stimulation before production and distribution.

(c) Development of suitable TRAINING MATERIALS essentially for short-term courses, for different categories of functionaries and participants such as supervisors, counsellors, teachers, para-professional auxiliaries, and parents; field testing of such materials before use.

(d) Formulation through study and discussion, formal and informal, of SUGGESTIONS FOR ORGANIZATIONAL STRUCTURES at the top, at the middle, i.e. supervisory level, and at the community level to achieve administrative effectiveness and inter-sectoral co-ordination.

(e) Conceptualization in every significant detail of NEW MODELS (programmes/centres of ECCE) and of the different aspects of its MANAGEMENT AND SUPERVISORY CO-ORDINATION.

(f) Working out in detail the structure and functioning of a suitable MONITORING SYSTEM to evaluate and to report at regular intervals on the working of the programme and to facilitate remedial action whenever needed.

It goes without saying that the kind of developmental research outlined above will need collaboration with many

agencies and disciplines. It is expected to make the fullest possible use of the existing institutional resources of a country as well as the research and developmental work in ECCE already done within the country or outside.

Some of the points made above will find their echo - at least in spirit - in the following interim report from Malaysia. The report describes some of the particulars of a research project aimed at developing a programme of compensatory education to help the disadvantaged child in that country:

Malaysia: A programme of compensatory education based on research

The following objectives guided the initial planning of the project:

- the adaptation and development of existing diagnostic instruments to identify specific learning problems amongst a group of pre-school and lower primary school pupils;
- the development of suitable remedial curriculum materials;
- the design of appropriate evaluation schemes for the respective programmes so that the progress (or lack of it) might be readily detected throughout the formative periods of development and trial in the pilot schools;
- the implementation of appropriate in-service training programmes for the pilot schools; and
- the establishment of communication with other agencies so as to optimalize all 'compensatory' efforts towards helping the disadvantaged child.

The project's ultimate goal is therefore preventive rather than remedial education. The activities have focussed on the rural areas where conditions associated with the problems of early education are especially acute.

There were two main events during the Preparatory stage: the Workshop on Pre-school Education (2-5 April 1973) and the Seminar on Early Childhood Education (10-15 September 1973). Amongst the recommendations resulting from the Workshop on Pre-school Education were: the training of kindergarten and nursery school teachers should be organized by the Ministry of Education, utilizing all available resources; that there was a need for a concerted effort to educate the public and parents on principles and practices of pre-school education to ensure greater parental awareness of pre-school programmes.

The activities and curriculum of the Pre-school Programme have been planned to emphasize five areas of concern:

- instilling a positive self-concept, thus enabling more confident participation in the proposed curriculum activities;
- stimulation and awareness of the senses and consciousness of the surrounding environment, thereby, it is hoped, increasing the ability to communicate;
- developing skills in dealing with simple quantitative relationships;
- enhancing artistic appreciation through exposure to aesthetic experiences; and, finally,
- promoting hygiene.

The development of the pre-school curriculum materials was based on experience drawn from the Curriculum Development Centre's Experimental Playgroup, started in February 1974, with two primary aims:

- FIRST, to enable project staff to have a better understanding of the needs of children from low socio-economic backgrounds, i.e., whose parents are unskilled labourers;
- SECOND, to provide project staff with a realistic basis for the development of a pre-school curriculum.

From this Playgroup a 'package' of suggestions and try-out materials was compiled. The first version (1975) consisted of "A GUIDEBOOK FOR KINDERGARTENS, MALAYSIA" and included principles and guidelines for the organization and

use of various activities. Also included in the package were manipulative materials, two books on modern and traditional songs and some printed learning materials.

In mid-February 1975, this package was distributed at a two-day workshop to thirty-six representatives from the Ministry of Agriculture, FELDA (Federal Land Development Authority), State Education Departments, UMNO (United Malay National Organization, PERTIWO (Muslim Women's Society), Armed Forces, Police, Religious bodies and the Malaysian Association of Kindergartens.

The workshop was intended as a means of [illegible] the package to the various organizations c[illegible] pre-school education and to obtain feedback [illegible] Workshop participants were in general agreemen[illegible] untrained teachers would be unable to use it effectively. Participants also expressed a concern that pre-school children should have experiences with concrete materials before proceeding to symbolic learning.

The project staff has since then concentrated efforts on the development and further improvement of the package based on further feedback from the thirteen Pilot Pre-school Centres scattered throughout Peninsular Malaysia.

The centres were selected using a number of criteria including: location (both rural and urban, although the majority of the centres are rural; organization (the Ministry of Agriculture, FELDA, the meeting-place where health and other Government services can reach the parents, the community and the child).

The revised Programme for Early Childhood Education Package which has been field tested at the pilot centres includes:

- "SOME SUGGESTED OBJECTIVES OF PRE-SCHOOL EDUCATION FOR MALAYSIA":
- a GUIDEBOOK FOR KINDERGARTENS, MALAYSIA;

- examples of daily programmes for the Kindergarten;
- printed learning materials such as matching and sequencing cards;
- music and movement activities and tapes;
- blocks and other manipulative materials;
- A GUIDEBOOK ON IMPROVISED MATERIALS FOR PARENTS AND TEACHERS; and
- a TEACHER MANUAL ON THE USE OF LEARNING/TEACHING RESOURCES.

The book "Some Suggested Objectives of Pre-school Education for Malaysia" resulted from the need to define the specific objectives of Pre-school Education. These objectives draw attention to the type of experiences children should be exposed to. This is an attempt at providing direction for curriculum development and guiding evaluation.

To assist pre-school teachers in relating objectives to activities, an attempt has been made to draw up sample programmes which stress the necessity for catering to the needs of individual children and illustrate how to capitalize best on the immediate environments as learning/teaching resources. A further teacher manual is now in preparation in response to the manifest need of teachers for guidelines on the use of learning/teaching resources.

*To correct the general misconception that only sophisticated, expensive learning/teaching aids are useful, the project team has attempted to prepare a guidebook on how to improvise learning materials and equipment from scrap and other environmental resources.**

* Bernard van Leer Foundation, op. cit., p 137-142

Another example of a project with a significant research component comes from Turkey:

Early childhood development and education project in Turkey

A widespread need for pre-school education in Turkey was keenly felt by a group of researchers, child development experts and practitioners of early childhood education who came together in 1978 with the common concern of

- studying the state of early childhood development and education in Turkey
- to develop working models, and
- to prepare materials for the launching of a widespread programme.

The group started working in close connection with the Turkish Ministry of Education and the Project was completed in 1980.

The project undertook to deal thoroughly with the pre-school education in Turkey, using a comprehensive approach and involving three main interrelated aspects:

(i) studying and evaluating the present situation in the country and making preliminary recommendations for change

(ii) conceptualization and model building regarding early childhood education in Turkey. Detailed recommendations, plans and proposals were prepared regarding teacher training, and harmonizing pre-school education with primary school education.

(iii) material production for use in pre-schools, teacher training, and parent education.

The project progressed through two phases. The materials developed in the first phase were revised on the basis of their application in three different teacher training programmes as well as in response to numerous recommendations provided by people interested and involved in education in Turkey to whom the first versions of the various books and

reports were sent. Teacher training was undertaken by the project staff in collaboration with the Ministry of Education.

Research and evaluation

A number of research reports were prepared describing and analysing the present situation of pre-school education in Turkey and making general recommendations for improvement. They are the following:

1. A detailed account of the existing pre-school services and the system of education for pre-school teachers in Turkey.
2. A survey of research results pertaining to the development and care of the child within the family.
3. A study of the existing laws related to children
4. A compilation of research and publications related to children in Turkey, including a list of children's readers.

All this ground-work was designed to understand the place of the child in the society and to draw attention to the Turkish context in which new programmes could be started.

Material development

In view of the research and evaluation of the present situation in Turkey and in line with the conceptualizations of the project, a number of basic educational materials were produced. These materials consisted of one report and five books. The report presents in detail the designs, with measurements, of educational materials, toys and tools for use in pre-schools, providing a guide for the production of these materials without too much expense, with local means. The materials needed for both indoor and outdoor activities in the pre-school are included.

The five books, for publication, are prepared with multiple purposes in mind:

- Specifically, they are designed first of all for use as textbooks in teacher training programmes, both through formal schooling and on the job training.
- Secondly, they are for use as hand-books and source books by the teachers in the pre-schools, themselves.
- Thirdly, they are educational materials for the interested public in general, and especially for the parents.

In fact, one of the books is designed specifically for parents and others caring for young children. As they are designed for widespread use, all the books are written in very simple language, with plenty of examples and pictures so that a high level of education is not necessary for their adequate use.

The five books are as follows:

1. The first handbook is Child Development between 0 and 6 years of age and presents the basic principles of the multifaceted process of development. Specifically, detailed descriptions are given for physical and motor development; cognitive development (involving perception, concept formation, language, memory, and causal reasoning); personality development and social learning (including development of the self-concept, moral, emotional and social development).
2. The second handbook is Yearly Programme and it presents a detailed yearly curriculum for pre-school education in Turkey. Examples of daily, weekly, monthly programmes are given within the context of the Turkish reality, as a guide for the practitioner. The book consists of two parts. The first part, "Pre-school Education" includes goals and principles of pre-school education; the characteristics of the pre-school as a physical environment; and the pre-school teacher - his/her characteristics and relationship to the child. The second part is "Yearly Curriculum in Pre-schools"and includes principles as well as detailed descriptions of daily, weekly and yearly programmes. Examples of themes and topics and their application are provided.
3. The third handbook is Pre-school Activities and it contains creative activities for early education of

children, with detailed presentation of the preparation of materials, the use of toys and other tools and materials, art and music in the pre-school. All the activities are designed to support the overall development of the child, and they include the following: games and materials for games; creative expression and art activities; music activities; dramatization; language development and children's literature activities; nature and science activities; open air and play room bodily activities; excursions; free and structured table games and educational activities.

4. The fourth handbook is Cognitive Activities and contains mainly activities and exercises designed to stimulate cognitive development, concept formation, the use of the symbolic systems of language and numbers, logical thinking and problem solving. It includes specific exercises in perception (visual, auditory, tactual, olfactory and gustatory discrimination); symbolic expression (mathematics and language development); concept formation(relational concepts, grouping, ranking); problem-solving (definition, means-ends relations, solution and evaluation).

5. Finally, the fifth handbook is the first parent education book developed in Turkey, called Your Child and You. It is designed to reach a large audience of parents with little education, and it aims to educate parents and to sensitize them to the needs of their children, both physical and psychological. It has two parts. The first part is "approaching the child as a person" and deals with the basics of personality development; development of intelligence; healthy development of the self in the family context; and how to approach the child. The second part is "development, nutrition and health" and includes detailed inforamtion on each.

All of these books share the common aim of fostering the overall development of the child. Thus, for example, in presentation of pre-school activities, cognitive exercises, etc., the purpose of the activity is clearly explained. In this way, these activities are not treated as tasks to keep children busy but are, rather, considered as educational means toward cognitive, perceptual. social, etc. development

of the child. Accordingly the pre-school teacher and the parent will know what function each activity serves for development. (19)

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NEED TO STRENGTHEN MONITORING AND EVALUATION

Monitoring and evaluation must play a very important role in developing a programme of ECCE. Inadequacy of arrangements in this regard has been a major weakness in some of the otherwise most innovative experimentation in pre-school education recently. Since few systematic evaluations of these experiments exist, we do not yet have a good idea of which intervention strategies work best when, and for whom. We know even less about long-term impacts!

Let us take one or two concrete examples. It is well known that in many developing countries, children who pass the age of 7 or 8 are already in a sense adults. Whereas children from 8 to 12 are considered part of the child-care problem in developed countries, their counterparts in poor families in developing countries are often part of the child care solution. *Because the poor tend to have larger families, the probability that siblings will have a child care (and therefore child development ?) role in poor homes is greater than in middle-class families.* Involvement of older children in the care and development of younger children carries potential benefits well beyond the obvious one of freeing parents to work. Despite its seeming importance, however, we know relatively little about the frequency with which youth act as caregivers, how often their role is a main one, or under what circumstances that is most likely to occur. Nor do we know how frequently these demands are responsible for primary school (or later) drop-out. Nor do we know whether programmes of education for children 8-12 performing care-giving roles will make them better care-givers (and, not incidentally in the long run, better parents). There is clearly a need for some well-designed surveys, national as well as cross-cultural, to study this problem in depth. (20)

Or take the question of comparative costs of different forms of ECCE based on community support. *The moment community participation achieves a certain intensity of involvement, and community resources start becoming available for developmental purposes, the financial aspect of the question undergoes a radical transformation, so to speak, almost to the point of practically disappearing altogether.* This is all to the

good, and is only to be welcomed, as the new situation heralds the emergence of a solution to a difficult problem, the problem of funds. But still one must have some idea of the costs involved, if experience has to be extended! In the absence of reliable information at least in regard to the extra-community costs, no hard comparisons can be made; generalizations remain essentially at the 'inspirational' level, and replication becomes a difficult and somewhat hazardous affair.

Hopefully interest in the monitoring and evaluative aspects of development of ECCE seems to be on the upturn now as is evidenced by the research centre of Sri Lanka's Sarvodaya Shramadana movement. (The activities of this organization range from local economic development to provision of basic services for women, children and youth including the establishment of pre-schools and a day-care centre service.) The centre

> 'fulfils a monitoring function...evaluating the planned activities (of all sections) every three months, in order to advise the co-ordinators on bottle-necks in the execution of their programme and provide a continuous feedback to each section concerning the quality of the work being carried out'.*

Day-Care Homes in Venezuela - a good example of comprehensive evaluation

A very good but somewhat unconventional example of evaluation is provided by the comprehensive evaluation of 'Day-Care Homes Programme' in Venezuela carried out by a fifteen-person team operating out of the Planning Office of the Children's Foundation. The Programme is an outgrowth of the natural forms of child care found in its target neighbourhoods, Into these natural systems - basically, care by the extended family and care by neighbourhood women - the programme introduces comprehensive services under professional supervision directed towards "the integral well-being of the child".

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* Heron, A., op. cit., p 77

The main feature of this programme is that women from the neighbourhood (usually owners of homes) are selected to serve as paraprofessional care-givers, and their homes become day-care homes. For twelve hours a day, each day-care home in the programme serves five children under six years of age (including infants under two), the offspring of neighbourhood women who work outside the home. During these hours a daily schedule is followed: breakfast, educational activities, personal hygiene, lunch, nap, snack and free play.

The homes selected to become day-care homes must meet requirements assuring safety and access, must provide adequate facilities for food preparation and personal hygiene, and must provide a free play area for the children. The programme equips the homes with a table, small chairs, kitchen utensils, a first-aid kit, roll-up mattresses, cribs, and a bulletin board.

The care-givers must be at least eighteen years of age, they may have up to two of their own children under six in the programme, under their own care. The Children's Foundation provides each care-giver with a daily stipend for the feeding and care of each child in her home. The working mother also pays the care-giver for each child she has in the programme.

Under the general supervision of a neighbour co-ordinator, each set of twenty day-care homes in a neighbourhood is served by a technical assistance team composed of a social worker, a health worker, and a *teacher*. The neighbourhood team is charged with administering the day-care homes, establishing links with the appropriate public-sector organizations to assure that health services are provided for the children, and *developing educational activities in the day-care homes*. The training of the care-giver is a shared responsibility of all members of the neighbourhood team. For every eight neighbourhoods there is a person charged with legal assistance.

The evaluation: The approach selected for the evaluation of the Day-Care Homes Programme was a DETAILED LOOK AT THE PROCESSES OF THE PROGRAMME and at naturally-occurring patterns of child

care in neighbourhoods similar to those in which the programme operates. There were a number of reasons for this choice:

- First, it was important to look at naturally-occurring child care in order to be able to judge whether the elements of the child care system evolved by the programme were meeting child-care needs in the communities served, and whether the approach of the programme was at least generally congruent with the child-care system of the community and therefore natural to the community.

- Second, even though the programme has a supervisory structure it was considered advisable to do an in-depth review, in the context of a formal evaluation, to determine whether the programme's objectives were being met and how well the services were being delivered. Process evaluation would provide essential information on the level and extent of implementation of the programme's guidelines.

- Third, since the programme was never meant to be a social-scientific experiment, "pre-treatment" data which could be compared with post-treatment measures, were not collected and there was no control group.

The findings of a process evaluation were meant in part to provide the context within which a controlled evaluation of the effects of the programme could conceivably be undertaken.(21)

Impact of the Programme: What did the evaluators of the Day-Care Homes Programme find out? Here are some other impressions of the impact of the programme:

> The cumulative impression of the neighbourhood teams was that the programme's greatest impact was on the women who became care-givers under the programme's auspices: they "acquired new knowledge in health, nutrition, and child rearing". The neighbourhood teams perceived less impact on the working mothers because of the difficulty of maintaining contact with them. They also felt that the programme had a negligible effect on the socio-emotional development of the children, but they did perceive educational and nutritional benefits.
>
> The care-givers surveyed perceived the same benefits as the other groups and, contrary to the neighbourhood

teams, felt that the programme had a "positive impact" on the social-emotional development of the children.

The working mothers felt that the most important effect of the programme was "the development of new abilities and knowledge in the children". Half of the working mothers felt that the most significant programme effect was in the area of nutrition and health.

Of greatest interest in assessing the Day-Care Homes Programme is the evaluators' own conclusions about the achievements of the programme, derived from an ethnographic study of day-care homes randomly selected on the basis of a survey of over one thousand care-givers.(22)

The study detailed and analyzed the "internal processes" of the day-care homes, from the arrival through to the departure of the children. Its method was systematic participant-observation, plus use of an environmental stimulation inventory and the interviews with care-givers, working mothers, and neighbourhood teams.

IX

OTHER THINGS BEING EQUAL: THE CENTRAL MESSAGE

There is no single solution to educational problems. Efforts must constantly be made to discover original ways of satisfactorily solving problems particularly at local level.

Although economic justification is not unimportant, ECCE must find its motive force in itself.

The main conclusions to be drawn from the growing interest and experimentation in, and development of more-relevant and culturally more-sensitive forms of ECCE in recent years, particularly in the developing countries, could be briefly set out as follows:

1. The somewhat narrow view of pre-primary or pre-school education as a downward extension of the primary school has to be replaced by the more realistic concept that the education of the child of pre-school age (i.e. 0 to 6 or 7 years) is an ESSENTIAL ELEMENT OF HIS OR HER PREPARATION FOR LIFE and, accordingly, this level of education constitutes AN INTEGRAL PART OF LIFE-LONG EDUCATION;

2. The disruption of the natural environment for growth and development of the young child (namely, the extended family and the community), due to socio-economic changes, necessitates that reasonably adequate and suitable arrangements are made for the CARE AND THE INITIAL STIMULATION AND EDUCATION OF THE CHILD in specially contrived environments.

3. Creches and day-care centres, which only care for the physical needs of the child during the working hours of parents, do not provide an adequate environment for a child's full development as long as emotional, cognitive and psycho-motor aspects of development are given due attention.

4. The institutionalized forms of nursery or pre-school education based on European and North American models,

are LIMITED IN SCOPE in that they do not, as a rule, provide for children below 2½ or 3 years of age. They are, at the same time, UNSUITABLE AND UNFEASIBLE as a means of universalizing access to early childhood care and education particularly in the developing world, primarily due to the high cost involved and the predominantly urban character of the programmes provided.

5. The search for forms of early childhood care and eduation SUITABLE FOR THE SOCIO-ECONOMIC AND CULTURAL CONDITIONS OF EACH COMMUNITY is a matter of very great urgency and a comprehensive understanding of the various patterns of child-rearing practices and the sociological changes influencing families and communities is an important pre-requisite to THE DESIGN OF INNOVATIVE APPROACHES as well as to THE ADOPTION OR ADAPTATION OF TRADITIONAL INSTITUTIONS AND PRACTICES.

6. The cost factor proves to be the most serious obstacle to the installation of nationwide systems of early childhood care and education and, therefore, THE MOBILIZATION OF NEW RESOURCES - chiefly "NO-COST" AND "LOW-COST FACILITIES AVAILABLE WITHIN COMMUNITIES - and the efficient utilization of available resources figure as priority areas of action.*

In view of what has been said above, and other things being equal, a good serviceable model of ECCE with real possibilities of replication in a developing country should normally be able to fulfil the following 4-fold criterion:

(a) It should be in harmony with the cultural background of the child and his life at home. The planned curriculum or activities must stimulate without being too far removed from his early experiences or activities at home.

(b) It should not be fractured or fragmentary, and must respond to the totality of the child's physical and psychological needs as a whole. The health, nutritional and psychological needs must be seen as the interdependent needs of a single unitary human

* Guruge, Ananda W.P., op. cit. p 1

being in the making, needing equal attention and care to give him his best chance for normal growth and development.

(c) Community involvement is the sine qua non of a programme's self-sufficiency. It has the best potential of offering to the child what he needs physically and emotionally even in the midst of conditions far from favourable. To the community it offers a most rewarding morale-boosting experience which opens up unlimited opportunities for self-development. It promotes inter-sectoral co-ordination at the grass-roots level as nothing else does, is a guarantee that the life of the service need not depend on the whim of the donor or the organizer, and that the intervention could last as long as the community wanted it to last.

(d) The use of parents and other young persons in the community as animators, paraprofessionals or auxiliaries and the utilization of other community resources, serve to reduce the costs of programmes substantially to a point where replication ceases to be a financial question, and becomes essentially a matter of some initial encouragement and organization, or simply a matter of whether or not the community wants to have such a service.

What follows are two examples of successful efforts to evolve forms of ECCE suitable for and affordable by developing countries.

I - The Colombian innovative experiment of co-operative child care within the community (23)

A concrete illustration of this four-fold criterion and the basics of developmental research, monitoring and evaluation discussed earlier is presented by the Colombian experiment: The Co-operative Child Care Home within the Community (CASAS VECINALES DEL NINOS - C.V.N.). It was

in 1974 that new legislative developments took place which resulted in the promulgation of a new law (27/1974) which provided the Colombian Institution for Family Welfare with important financial resources and established an ambitious national programme for the integrated care of children below 7 years of age.

*"The co-operative child care home within the community (C.V.N.) is a small unit of pre-school education (25 to 30 children in each one) rapidly set up and put into action; organized and administered by parents and neighbours, with help and advice from the State, they can help to widen and improve pre-school care. These units of aid are located within the heart of the community itself in suitable buildings which are easily adapted to the needs of pre-school education. They are designated communal because they are at the service of the inhabitants of a small geographical area or neighbourhood which needs them and the orientation and administration of the unit are the result of the participation of heads of families and neighbours too."**

A. ORGANIZATIONAL PROCESS OF THE C.V.N.

The Colombian Institute of Family Welfare has a National Board, its main headquarters being in Bogota, Distrito Especial, regional offices are situated in the capital cities of the different Departments which make up the country. There are also offices in medium-size towns and institutions or units for the provision of services in the localities.

The National Board is concerned with the analysis and description of the family situation and of the infant, looking at the results of what has already been accomplished and with the establishing of concepts, strategies and methods which characterize its institutional nature.

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* Instituto Colombiano de Bienestar Familiar. Division de Recuperacion Equipo Technico Proyectos Especiales. La Casa Vecinal del Nino. Una modalidad dentro del Programa de Atencion Integral. Bogota, Futura Grupo Editorial Ltda, 1979. Segunda Reimpresion p 76.

All this is achieved by continuous process of direct and indirect evaluation of the provision of services with the participation of civil servants of different levels and of the members of the community concerned.

The National Board prepares the implementation of the programme; it gives guidance and advice at the regional level. It is responsible for supervision and evaluation; it is also responsible for the training, advising and supervision of the zonal level which, in turn, is responsible for the implementation of the programme in the communities. It also confers with heads of families and educators in order to ensure the smooth running of the C.V.N.

Within the framework of the described structure, the organizational process of the C.V.N. is as follows:

a) Motivation and Information Stage

This consists of:

1) Informing and motivating the personnel in the regional offices. When they are adequately informed and motivated concerning the importance of the method they become counsellors responsible for the C.V.N. in the community concerned.

2) Initial contact with the community. This is designed to present the programme, to motivate heads of families and neighbours so that they will identify themselves with the programme, and then begin to work towards the solution of the problems of children below 7 years of age who live in their area, street or section of their village (7 years is the school entrance age).

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The promoters initiate this stage by assembling a sufficiently representative group of the community. They begin to talk about the children with an adult or with a teacher in order to arrange a meeting where the problems of pre-school will be discussed. From the very first contact the participation of the community is sought at the same time assuring that the heads of families realize the importance of their

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opinions and decisions for the eventual success of the programme. The nature of the programme is explained to them, as are the general objectives of pre-school child care and the means by which to achieve them is analyzed by both specialists and parents. All questions that arise are answered. In addition, the question "what can the community contribute to the setting-up of the respective C.V.N." is asked. When the community's participation has been agreed upon, the promoter directs the attention of the meeting towards the planning of the tasks which will initiate the organization of the C.V.N.

b) Planning Stage

Initiation of this stage forms part of t.e first meeting or a subsequent one. This stage is concerned with ensuring that the participants begin to take decisions corresponding to their tasks which are crucial to the setting-up of the C.V.N.

Before starting any activity the participants must establish what resources are at their disposal, and their magnitude. These resources include: locations, equipment, available free areas and human and institutional resources which could be of service to the pre-school child. Finally, the community involves itself in collecting information which will enable them to know exactly what resources they will be able to count on in the future.

The compilation of information must include:

- pre-school educational needs,
- infant census,
- parental activities and particularly maternal activities,

- educational needs,
- child health and nutrition,
- locality census,
- open spaces,
- sports fields,
- possible members of the community who could be kindergarten teachers, and finally
- census of the educational resources within the community.

Heads of families and neighbours organize themselves in committees for the compilation of information and in order to take the necessary decisions. They elect a person responsible for each committee. These people must be the spokesmen for the proposals concerning: location, kindergarten teachers, personnel for general services, finance, administration and the date for the initiation of the activities.

c) Preparation State of the C.V.N.

In this stage the motivation and information of the community intensifies; it is important to ensure that the participation of the Colombian Institute for Family Welfare does not have too overbearing a character in the execution of the moves towards the setting-up of the C.V.N., but rather an advisory one with a view to achieving the active and conscious participation of the heads of families in the carrying out of the programme. The experts, rather than acting as observers, act as directors and educational advisers.

The I.C.B.F. is responsible for the following activities

- Motivating and informing the community;
- giving advice to the kindergarten teachers;
- giving the initial training course;
- advising the Parental Committee in organizational, administrative and legal matters;
- advising the general group of heads of families and neighbours; and finally,
- advising the heads of families on the signing of contracts.

The parent and neighbourhood organization is responsible for the following activities:

- Agreeing upon the days of opening of the unit;
- arranging the timetables according to the infants' ages;
- finding a location;
- selecting the educational and kindergarten personnel;
- choosing the personnel concerned for general services (cook, assistants, etc.);
- obtaining the materials necessary for equipping the C.V.N.;
- working out the C.V.N's administration;
- convoking the General Assembly of Parents and Neighbours to constitute the Association;
- studying the set of rules; and finally,
- electing a Board of Directors.

The activities of the kindergarten teachers at this stage are as follows:

To visit other pre-school centres, follow an initial training course and go through a practical probationary period in another pre-school centre.

They must also deal with the enrolment of the children, the collection and organization of material, arranging of the room and the planning of the pedagogical activities.

d) Stage of Initiation of the Active Service of the C.V.N.

This stage includes the commencement of all the functions of the C.V.N., the activities of the kindergarten teachers with the children, administrative acts of the Board of Directors of the Association of Parents and Neighbours, the work of the personnel responsible for cleanliness and the kitchen, and generally the work of parents and neighbours with regard to the jobs that they have committed themselves to, in order to ensure the organizational success of the C.V.N.

Throughout this stage advice and collaboration from I.C.B.F. specialists can be counted upon.

Analytical and evaluational meetings are held periodically.

These very meetings constitute one of the principal means by which the participation of the parents and neighbours is effected.

B. ADMINISTRATION AND WORKING OF THE C.V.N.

In the description of the organizational process several traits concerning the functioning and administration have been pointed out; it is necessary to expound upon these in more detail.

a) Participation of the I.C.B.F.

In general the activities of the I.C.B.F. are as follows: to give technical and administrative advice to the Board of Directors of the C.V.N.; to make available the necessary funds for investment (fixed assets) and the functioning (operational expenses) of the C.V.N.; to advise on the execution of work within the community for the improvement of buildings; to advise the Board of Directors, educators and kindergarten teachers on the management aspects within the C.V.N., and to collaborate with the community in the selection of personnel for the C.V.N.

b) Community Participation

Several experiments analysed in Colombia, confirm that parental participation is possible and necessary at all the stages of pre-school integrated care. The experience of the C.V.N. stands out particularly amongst these experiments.

The participation of heads of family and of neighbours is important because it brings about new relationships between children and adults; through which the latter become aware of their educational relationship towards the children within the heart of the family or community. This awareness may contribute to the transformation of the existing rapport between adult and child.

The participation of heads of families and neighbours as conceived and practised in the C.V.N. implies a continuous and permanent discussion and analysis of the general objectives of education between specialists and heads of families and educators.

From this participation stem the directives for the training of children in the C.V.N. and in their homes, as well as stimulating the intervention of parents in more concrete acts - such as the selection of the educator, of work methods and of activities that can be realized in co-ordination with the kindergarten teacher and according to the capabilities of each person.

Parents contribute to the execution of games and educational tasks with the children; they join them in literary, artistic, or recreational activities within or outside the C.V.N.; they evaluate the importance of the materials that they are going to make use of and organize the social environment that will envelop the children.

In administrative matters, the participation of parents begins with the contribution of various resources which, added to the funds from the State, enables the existence of the C.V.N. The resources that parents provide are numerous: locations; work; money; material; provisions; knowledge.

c) Administrative process; Structure and Budget

Based on the successful experiments, the structure of the C.V.N. aims at setting up an institution as follows:

The highest authority of each C.V.N. is the General Assembly of Parents and Neighbours, legally constituted with the aim of acquiring the legal capacity of signing administrative contracts in conjunction with the I.C.B.F.,

and for the management of official funds.

The functions assigned to the Assembly are as follows:

1. To elect the Board of Directors of the Association
2. To approve plans and programmes elaborated by the Board of Directors
3. To look after the realization of plans and programmes stipulated by the I.C.B.F.
4. To select the educators with the collaboration of the I.C.B.F.
5. To approve or modify its own rules.

The Board of Directors acts as legal representative for the Association of Parents to the I.C.B.F. and as such signs the contracts that are necessary to reach the goal of establishing the C.V.N. Its principal functions are as follows:

1. To technically and administratively direct the working of the C.V.N., in accordance with I.C.B.F. norms.
2. To prepare and execute the working and investment budget.
3. To nominate and renew personnel, provided that the I.C.B.F. approves.
4. To promote community participation.
5. To co-ordinate state and private services with the aim of improving the provision of services of the C.V.N.

The responsibilities of the educators are as follows:

1. To be responsible to the Board of Directors and the I.C.B.F. in pedagogical matters concerning the child, maintaining the standards and bearing in mind the advice of the I.C.B.F.
2. To keep the Board of Directors informed on the progress of the programme.
3. To co-operate with the treasurer in the execution of expenses, settling of accounts, etc.
4. To be present at meetings of the Board of Directors.

5. To give the reports that the I.C.B.F. may request.

6. To ensure that the General Services personnel accomplish their tasks to the best of their abilities.

The C.V.N.'s budget comprises I.C.B.F. contributions, quotas from heads of families and voluntary contributions by the community.

C. ACTIVITIES OF THE C.V.N. WITHIN THE FIELD OF EDUCATION, HEALTH AND NUTRITION

The principles which determine the educational activities of the C.V.N. are based on THE THEORY OF ACTIVE EDUCATION.

The whole educational process of the child is essentially an active one: by using motor and verbal activities by means of games and work and by manipulating concrete objects he will then be able to reproduce them in an atmosphere of co-operative relationships that will enable him to truly participate in collective activities.

The educator accomplishes his work by means of routine activities; to begin with the educator directs these activities; they then eventually become habits for the child due to their daily repetition, by means of activities orientated by himself. The educator must plan these carefully: for example, he must initiate activities indicating how and which materials will be used and for what pedagogical objective and also by means of game-work activities which the child must realize on his initiative. In each case, the educator has to be aware of the variation in ages of the children.

The I.C.B.F. lends its nutritional assistance through the medium of the dietitian of the respective zone; this dietitian evaluates the nutritional state of the child at the moment of his enrolment in the C.V.N. and she periodically observes his progress. Moreover, she supervises the preparation of the proposed diets, trains the personnel of the C.V.N. in the management, preservation and preparation of the food and finally, she carries out nutritional education programmes with heads of families and neighbours.

The health service for the children in the C.V.N. is lent by nearby Health Centres, Hospitals and other similar institutions. This service depends to a large extent on the level of co-ordination that the C.V.N. achieves with regard to the relevant institution.

In spite of its short existence, the C.V.N. seems to be a promising experiment: it offers the children, families and neighbours a new road towards the search for social well-being. The most notable strength of this model is that it has arisen from the concrete praxis in different communities within the country. It is only recently that a theoretical formulation of the C.V.N. and its administrative framework has emerged; let us hope that this will not, in the name of widening its application, make the programme too rigid or stereotyped.

II - The Indian Experience with BALWADIS (24)

WHAT IS A BALWADI?

The word Balwadi is now commonly used in almost all Indian Languages for a pre-primary class conducted in villages or backward localities of cities. "Wadi" literally means a garden, an orchard or a small plantation. The word "wadi" has a rural touch in the language. When Tarabai Modak, a pioneer in the education of rural children of pre-school age, thought of taking the pre-school education movement to villages, she knew that the parents in villages neither knew the value of such education nor could they affort to pay high fees as city parents do. From her experiments in some villages, she soon realised that the village children also liked the education very much and their parents also get attracted towards these classes.

Many young teachers, quite confident after their training, take up these jobs in villages with much enthusiasm and hope to achieve good results. Nevertheless, when they actually start working their enthusiasm gradually disappears. It is the first shock of reality which they have to face all alone that makes them feel so despondent.

The training gives them a clear idea of what is to be achieved and the ways of achieving it. There is no ready-made formula which can be applied to each and every individual village. The teachers, with the know-how and skills that they get in their training, have to chalk out their own time-table, choose their own equipment which can be made applicable to the particular village situation in which they are placed.

New teachers on their arrival have to study the village children, the villagers and also the geographical situations of the village and then with the knowledge gained in training they have to work out their own way independently. This requires independent thinking and the habit of evaluation and analysis.

Here the method in which Shri Gijubhai Badheka (a pioneer in the field of pre-primary education in India) worked is almost ideal and most effective. It should be followed by all who want to do effective work in villages.

During the daytime, Shri Badheka worked with children in his pre-primary classes. But at night, during the quiet hours, he always analysed and evaluted his own work to see whether it would bring out the expected results or not. If he felt that a change of approach or technique was necessary the next day he would change it and again watch the results. As he was so watchful and vigilant he could always get the results he most wanted to get.

If a Balwadi teacher cultivates this habit and works with a fresh mind, he is bound to be successful, surmounting all the difficulties. *For that the teacher must be willing to experiment and try as many times as it might be necessary.* This attitude of *self-evaluation* is absolutely necessary whereas in the villages the soil is virgin and there are no well-trodden paths of doing things.

STARTING A BALWADI

When a Balwadi teacher thinks of starting his work in a village, his first job is to collect children. *Children, all over the world love stories, games, songs and occasional distribution of sweets.* As the teacher is well-equipped with all these he thinks he can get together some children very easily. But soon he gets disillusioned. The village children

are curious but they are always afraid of strangers; they are also shy. Parents are even worse.

The best approach for a new teacher, therefore, is to establish contacts with village elders first. These persons usually have contact with cities. They also have a broader outlook; very often they know of such schemes as Balwadi. They also like it if someone starts such schemes in their village.

The teacher, however, should bear in mind that the best time to approach these people is always after the evening meal. *In the beginning the teacher may not very much appreciate their subjects of conversation etc. but he should try to understand them without any show of education or feeling of superiority.*

A lady teacher may find the nighttime very inconvenient for her. However, she should approach elderly ladies and wives of influential persons during the daytime or some other time suitable for them.

The next step is to inaugurate the Balwadi with proper pomp and ceremony, inviting village elders as well as parents and all the people from the locality. This ceremonial inaugural function is necessary as it always has a good impact on villagers.

However, a new teacher should always bear in mind that all these efforts may not necessarily ensure regular attendance of the children as the school activity is something quite new and unfamiliar to the village. Children may get attracted for a week or so but after that they may remain absent. Some come quite late. *In a village the teacher has to face problems of irregular attendance and find out his own way of holding their atteniton and making them attend the school every day.*

The following suggestions may be helpful to the teacher who has to face these problems of attendance:

(1) *In spite of parents' indifference* the teacher must continue to keep close contact with the parents or guardians because, after all, they are their children.

(2) *Home visits by the Balwadi class:* The teacher should plan such visits once a week as a part of the Balwadi Programme. The visit should be quite informal.

(3) *Participation of the teacher in village celebration:* Celebrations as such are very few in villages. However, whenever there is one in any village family, the neighbourhood looks upon it as its own and helps the family in every way to make it a success.

(4) *Occasional celebrations in the Balwadi:* Most of the village population, being still illiterate, cannot enjoy long lectures; but they like to have some fun in life. They enjoy singing, dancing or games of their children. They love entertainment programmes given by Balwadi children.

(5) *A friend in need:* Without going out of the way it is possible to help village people in many ways. Illiteracy is still a very common feature of all our villages. Consequently villagers always need somebody around them who can read and write their letters for them, explain to them Government notifications in simple words and help them in their correspondence with government or other offices and also explain to them the promissory notes which moneylenders make them sign or mark with their thumb impression. Another service, which is very popular with villagers is to read aloud a newspaper. Young and old farmers are always interested in knowing improved methods of farming, rotation of crops, etc.

A Balwadi teacher should always avoid involvement in quarrels or political parties.

FINDING A SUITABLE PLACE FOR A BALWADI AND ITS PLANNING

The first important and urgent job of a Balwadi teacher is to find a suitable place for a Balwadi. There is ample empty space in a village but there are practically no spacious buildings to accommodate a Balwadi. Village temples often have enough space for this.

In villages it is possible to start a Balwadi, in the shade of a big Banyan tree or a Mango tree. The shade is always spacious and the place can be cleaned. But that cannot be a permanent arrangement as it cannot be used in the rainy season. What we really need is a properly enclosed construction or a shed. As there is ample open space in villages, it always pays to build a spacious hut of our own according to our needs. As far as possible the place should be in the centre of the village and away from a market or a business place. It could have a well, if not, some water storing arrangements quite nearby. The courtyard in front of the hut should be bigger and more spacious than the backyard.

The built-up area should consist of three rooms. One of the three rooms should be quite big and spacious. Walls inside the rooms need not be built high up to the ceiling. What is important is to leave all rooms well-ventilated and well-lit. Flooring everywhere in a Balwadi should be well rammed. The open space around the hut should be big enough to accommodate a playground, a small garden, latrines, urinals, washing places and dumping pits.

In villages clean habits are of utmost importance. It is difficult to change the habits of adults but the children can be easily trained into good habits. In a village, nobody even thinks of training the children to use one particular place as a latrine or as a urinal. The teacher should spare no efforts until good habits in this respect become an accomplished fact. A Balwadi is the only place where such habits can be inculcated.

The village Balwadi should be made a model place to show the villagers how the waste water should be channelled to trees or to the vegetable beds and plots or to the garden inside the compound. For drinking water, a small raised mud-platform should be built for the vessel in which water is stored. The height of the platform should be suitable to the height of the children. All these facilities such as latrines, urinals, washing places, storage for drinking water, pits for dumping waste, open playground and a well or a water tap are essential in a Balwadi.

ACTIVITIES IN A BALWADI

The teacher has, by now, secured a suitable place for a Balwadi. The set-up is complete. The children are collected; now the question is: *what is he to teach in a Balwadi? What activities should be given to children? How should he guide the children through play activities so that they enjoy staying in a Balwadi for four to five hours and achieve the total development, which is the main object of Balwadi training of children between the age group of 2½ years to 6 years?* For that it is necessary to know the fundamental needs of children of both body and mind.

Here is a general outline of those needs:

(1) Children of nursery age group love constant activity because through such muscle activity they develop their muscle-control and co-ordination of muscle movements.

(2) All the five senses at this stage are developing fast. They are extremely sharp, sensitive and take in everything from the environment.

(3) At this stage they are also developing their language ability. Whatever they hear at home or outside from any language, they imitate it exactly even to the toning they hear.

(4) *From birth a child is dependent on others particularly on elders. But one day he has to be independent. At this age comes the stage when a child wants to do everything by himself.*

(5) *Up to the age of two and a half years children are egocentric and have very little consideration for anyone else. But during the pre-primary school age they begin to develop socially also. So this is the time when we have to inculcate in them good manners, good habits, good behaviour and a spirit of co-operation with others.*

First, he must have a definite idea of the programme of activities to be covered during the whole year. Thereafter, a month-wise planning should be done. Lastly a time-table of all activities should be planned to carry it out daily. Such *three-tier planning of the programme* will give the teacher a clear idea of the monthly and yearly progress of work done by children.

It is often said that in a Balwadi, children should have all freedom and no rigidity of any time-table. This does not mean that there is no planned programme of activities in a Balwadi. *If there is no fixed programme of activities nor any time-table, either with teachers or with children, there will be complete chaos and confusion; in the circumstances no progress is possible.*

A child at this stage grows fast mentally and physically, if his environment makes demands upon him. So in a Balwadi we try to give him such surroundings which will make demands on him and provide him with various experiences. *The positive factors in the environment of children from 2 1/2 to 6 years of age are appropriate play materials and equipment, affectionate companionship, instruction and guidance and tasks that are challenging but not difficult.*

For a Balwadi teacher, a daily plan is necessary of all the songs, stories, games, nursery rhymes, that are to be taken on that day. He must also have a plan for the hand work to be done; for the snacks to be prepared for breakfast and

so forth. He must have a plan for sense education through sense experiences; he must keep the necessary things in readiness such as the aids for the development of language and mathematics, equipment for games which he may require for the day. Further, he should keep his work record in such a systematic way as to be able to know the progress done during the month.

His daily programme will be somewhat on the lines given below:

(1) Cleanliness of the hut and courtyard.

(2) Personal cleanliness - To plait hair, to wash and clean hands and feet, to keep their clothes properly, to stitch buttons if there are no buttons, to stitch clothes which are ripped, and if necessary, to put on a patch and to take care of nails.

(3) Prayers and some devotional songs.

(4) Collective or Group Activity - This may be divided into two sections :

(a) Music - This may include nursery rhymes, action songs, songs to be sung while going round and round in a circle.

(b) A story, free conversation with children, acquaintance with various objects, dramatisations, etc.

(5) Individual activity programmes - There are activity programmes provided for hand work, sensory experiences and sense-training, developing language ability, maths ability, etc.

This outline of the programme is just for general guidance; every Balwadi teacher can make changes in this according to the local circumstances of his particular Balwadi. But a record of work, both daily and monthly, should be maintained along with the planning of programmes and the daily time-table of the school.

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INTERNATIONAL AID

What can international aid do to assist in the creation and development of such viable, all-round, culturally-sensitive programmes of pre-school education in the developing countries?

The first point that needs to be made here - and it cannot be made too emphatically - is that this is essentially a task which nations have got to do for themselves; no one from outside could ever do it for them. The keener the realisation of this simple reality, the better for every one concerned.

The main meaningful role an international agency can play is that of an interested friend who shares with each nation the concern it has for its very young children, and is willing as best as its limited resources will allow it to help arrange those badly needed activities or programmes that could serve to facilitate or catalyse the desired change process. Once the process has started off, the responsibility to maintain the change and to add to its momentum, must again, in the main belong to the concerned nation.

What then could some of these activities or purposes to be supported by international aid really be?

There can be no absolute priorities; the needs deserving international support must vary from country to country. And yet if the aid policies of an international agency are not to lay themselves open to the charge of arbitrariness, unfairness, partiality or downright irrelevance there must be some good criterion to follow.

Going by the spirit of the general principle 'Costs low - benefits high', some of the feasible activities that readily came to one's mind are these:

(1) Dissemination of information, knowledge, experience and important research finds in ECCE through publications and other media.

(2) Face-to-face inter-actions and exchange among policy-makers, administrators, research workers and field workers through well-prepared and sharply-focussed seminars, workshops, conferences, colloquia, round-tables and other get-togethers.

(3) Inter-country visits, internships and study projects primarily to sensitise policymakers and senior administrators to different aspects of ECCE.

(4) Training of personnel especially teacher educators, supervisors and administrators with a view to enlarging and improving the national training capabilities in pre-school education.

(5) Preparation and production of materials including:

- *Training materials such as slides, filmstrips and short films for teachers and para-professional assistants.*
- *Exemplar materials for pre-school children; (e.g. stories, games, learning activities etc.)*
- *'Do it yourself' guidebooks for teachers providing resource materials for content and teaching aids to be produced locally, that is, with local materials and local skills;*
- *Manuals or 'Handbooks of suggestions' for teachers, supervisors and administrators.*

(6) Developmental or action-oriented research aimed at solving practical problems or those from the field with high impact potential.

(7) *Supplies of essential materials, machines and equipment particularly for stimulating local production of educational materials.*

(8) *Short-term consultancy missions or expert advice on specific problems or clusters of inter-related problems.*

ANNOTATED LIST OF NOTES COMMENTS... (CHILD, FAMILY, COMMUNITY) NEW SERIES: PRE-SCHOOL EDUCATION 1-39

N.S. No.	Classification No.*	Title
1	1	Education of Children - 0 to 6 Years - in Developing Countries - A general description *(Parents' role to ensure balanced emotional and intellectual growth; child in the family; child and his parents; child and society; pre-school activities; role of adults; helping the child grow up; early childhood education)*
2	2	Child and his Development from Birth to Six Years Old - A resource document *(The first years of life; the major stages of development; perfecting of previous acquisitions; obstacles on the way; helping the harmonious development of the child; some examples of programmes for young children)*
3	3	Pre-School Education in Developing Countries - An expert's view. *(A decisive period; the role of pre-primary education; practical considerations)*
7	4	Books and Pre-school Learning *(Books to help adults involved in pre-school learning; do-it-yourself guides; books to help older children involved in bringing up younger siblings; books for future parents at secondary school level; books and/or printed material for the pre-school child; experience of industrialized countries; special considerations in preparing books/*

* As per Index & reading Guide - Notes, Comments...(Child, Family Community) New Series.

materials for pre-school children; books for primary school children; practical implications)

8 5 **Some Approaches to Pre-school Education - A resource document**
(Extent of current information; examples and pointers: Courtyard Play Centres (Anganwadi); day-care centres to help working mothers (Nigeria); day care of children during agricultural season to relieve mothers for productive work (Senegal), Mobile Creche - Day-care cum pre-school education in urban settings (India); Market Nursery for children of working mothers (Nigeria); Pre-school as base for basic services to children (Trinidad and Tobago); Day care integrated with basic services (North Africa); Integrating day-care and early childhood education (Finland); Pre-school as the initial stage for achieving social/educational objectives (Singapore); compensatory education to help the disadvantaged child (Malaysia); early stimulation in a clinical setting (Uruguay); mothers and neighbours in day-care and pre-school education (Colombia); pre-school education in villages organized by mothers (Sri Lanka); preparing parents for their role in early childhood education (Hungary); non-formal programmes for young children organized by regional and local government (Peru); mobilization of volunteer auxiliaries in pre-school education (Venezuela); involvement of local communities in pre-school education (Italy); community involvement in early childhood education (Australia); mobilizing local resources (Cameroon); a nationwide programme of state-sponsored day-care centres (The Socialist Republic of Viet-Nam); State initiatives in pre-school education (Malaysia); sub-

regional co-operation in developing programmes for pre-school children (Eastern Africa).

9 6 How to run a Balwadi - Sample of a do-it-yourself guide book
(What is a Balwadi; what should the attitude of a Balwadi teacher be; starting a Balwadi; elaboration of activities of a Balwadi; maintenance of records, registers, etc.)

10 7 Towards a National Early Childhood Policy - A discussion paper
(Need for a national early childhood policy; scope of a national early childhood policy; educational aspects of a national early childhood policy).

13 8 Training Children to Care for Young Siblings - Exemplar learning materials
(Development of cognitive competencies and manipulative skills; language and motor development)

14 9 University and College Students as Child Development Workers - Experience of M.S. University, Baroda, Gujarat, India
(Field work; child development worker; constraints; problems and pitfalls)

21 10 Toys and Other Learning Materials for Early Childhood - Some suggestions
(Supervised and unsupervised play; furniture; buildings; items of equipment; the three R's)

25 11 The Adaptation of Pre-school Education to the African Environment
(Pre-school education: For what purpose? Goals and objectives. How? By whom and with what?)

33 12 Survival, Protection, Care and Preparation of the Young Child - A discussion paper
(Some essential pre-requisites of educational policy; why early childhood education?; Expert opinions; trends in the 1980s)

36	13	Urban Poor and Child Development - A discussion paper *(Urban and rural poor; social and cultural milieu of slums; extra burden of the urban poor child; theoretical and policy implications)*
39	14	Training Programmes for Day-care Workers - A brief introduction to the training model of mobile creches in India *(Need and origin; setting up and evolution; pattern of training; trainer cadre; method/process of training; training capacity; characteristics of the model)*
54	15	Tentativas de Soluction Relativas al Problema de la Educacion Pre-Escolar No Formal *(Pre-school project in the Dominican Republic: the problem; objectives; strategy; plan of action; research; technology; study programme; distance training; work with parents; education programmes and means of social communication; evaluation; development of elements and contents of curriculum; community participation; intersectoral co-ordination)*
57	16	Community Services Approach to Pre-school Services - Reflections of a group of East African educators *(The problems; existing services for pre-school children in Eastern Africa; priorities and alternatives; general observations and suggestions; setting targets for the future; community, parents and teachers - partners in pre-school education; monitoring and evaluation of pre-school projects)*
59	17	Cognitive Development in African Children - A resource document *(Stages of cognitive development; cultural influences; cognitive development in the African child; factors that facilitate cognitive development; specific examples of*

cognitive development in African children)

60 18 Co-operative Child Care within the Community - An innovative Colombian experiment concerning the pre-school age child
(Co-operative child homes; organizational process; administration and working; activities within the field of education; health and nutrition)

62 19 The Renaissance of Early Childhood Education - The American experience as a basis for comparison with today's conditions in developing countries
(Factors in renaissance of interest; task in hand)

73 20 The Child's First Learning Environment - The family and the home
(The family and the home: Points of departure; the family, the children and the home; conditions for growth)

77 21 The Learning Abilities of the Young Child - Arguments in favour of day-care pre-school education and parent education
(Wasted riches; the vastness of the potential of man; needs of the child from birth to six years; parent education; day-care and pre-school education)

84 22 Seen Through Children's Eyes - A pictorial account of some facets of child development
(A pictorial account of development from birth for parents and teachers)

86 23 Developing Koranic Schools to Meet the Educational Needs of the Young Child
(What is a koranic school? advantages and limitations of Koranic schools; How to improve and develop Koranic schools; some guidelines for starting and conducting Koranic schools)

88 24 Early Childhood Education and Pre-school Intervention - Experiences of early childhood

development and education project of Turkey
(Pre-school education in Turkey; early childhood development and education project in Turkey; First aspect: research and evaluation, Second aspect: conceptualizations and proposals, Third aspect: material development)

91 25 Nutrition Education of Pre-school Age Children - Suggestions to teachers and parents
(Nutrition Education - How can it be achieved? In the long run children must learn to eat well and consume local products; children must learn elementary hygiene rules; evaluating nutrition education; family participation)

94 26 Early Childhood Education Through Home-based Activities
(Why adapt a new approach? A suggested framework for home-based child development activities: Perceptual motor learning, visual discrimination, auditory discrimination, advantages of home-based activities)

95 27 Plan Curricular de la Educacion Pre-Escolar - Dominican Republic
(Continuation of N.S. 54 on pre-school project of Dominican Republic: Contents of pre-school programmes presented in detail in tables)

98 28 Children's Playthings and Play Materials - A resource document for training of personnel serving the young child
(Playthings and play materials: Selected features in the developed world)

99 29 The Changing Face of Early Childhood Care and Education Programmes in Latin America - A review of experiences and aids
(A brief overview; a shifting rationale: From welfare toward development, shifting scope and coverage, toward a combination of custodial

and developmental care, from recuperation toward preventive intervention, from certified professionals or parents to working with many care givers, from more expensive toward lower cost programmes)

101 30 **Hong Kong's Policy on Care and Education of the Young Child - A sample of a newly evolved national policy**
(The structure of pre-primary services; Standards of pre-primary care and education; Financial assistance for pre-primary services; Basic furniture and equipment for kindergartens; Summary of legislation which may be required)

106 31 **Pre-school and Primary Education in China - A brief eye-witness account**
(Pre-school education; Primary schools; Development of services)

107 32 **International Dimensions of Early Childhood Education - A brief survey of current knowledge and some programmes in operation**
(Current knowledge about child development; Some examples of programmes in operation; Conclusions)

109 33 **Training Personnel for Early Childhood Education - An Israeli experience**
(Study programme; Content of lecture series; Workshops; Content of shorter courses; Study visits; Final projects; Participants' findings and conclusions)

111 34 **Primary Care for Pre-school Children through Home Day-care Centres - A Brazilian experience**
(Project execution mechanisms; General method of operation; Cost implications; Conclusions)

122 35 **Early Childhood Programmes in Latin America - A review of experiences and guidelines for action**
(Emerging programmes in early childhood education; Why early childhood education

programmes? Review of the experiences of the 1970s; Some types of successful innovations)

123 36 **Day Care Homes in Venezuela: Results of a Comprehensive Evaluation**
(The programme: A neighbourhood service; The evaluation: Neighbourhood service scrutinized)

124 37 **Common "Street" Games and Child Development - Suggestions for designers of early childhood educational activities**
(Common street games: a natural resource; Special relevance: low-income countries; Relevance for "developed" countries; Collecting and grouping of games)

125 38 **Pre-school Education and the World's Poorest: An Alternative View**
(Is education only an optional concern? Short-term payoffs)

130 39 **"Little Mothers Need Help" - A brief account of an Indian experiment in training older siblings for better child-minding**
(The education cum recreation (ECR) programme with CHILD-TO-child approach; Guidelines based on experience; Conclusions and points to ponder)

REFERENCES TO NOTES, COMMENTS..
(CHILD, FAMILY, COMMUNITY) NEW SERIES

(1) N.S. 1, Education of Children - 0 to 6 Years - in Developing Countries, p 1

(2) N.S. 57, Community Services Approach to Pre-School Services, p 3

(3) N.S. 99, The Changing Face of Early Childhood Care and Education Programmes in Latin America, p 2

(4) N.S. 122, Early Childhood Programmes in Latin America, p 7

(5) N.S. 36, Urban Poor and Child Development, p 6

(6) N.S. 8, Some Approaches to Pre-School Education - A Resource Document, p 4

(7) N.S. 125, Pre-School Education and the World's Poorest: An Alternative View, p 7-11

(8) N.S. 111, Primary Care for Pre-School Children through Home Day-Care Centres - A Brazilian Experience, p 2 & 12

(9) N.S. 122, Early Childhood Programmes in Latin America, p 8

(10) N.S. 8, Some Approaches to Pre-School Education - A Resource Document, p 7

(11) N.S. 8, Some Approaches to Pre-School Education - A Resource Document, p 14

(12) N.S. 4, Parents' Role in Early Childhood Development, p 2

(13) N.S. 94, Early Childhood Education Through Home-Based Activities, p 3-10

(14) N.S. 99, The Changing Face of Early Childhood Care and Education Programmes in Latin America, p 2

(15) N.S. 10, Towards a National Early Childhood Policy, p 7

(16) N.S. 122, Early Childhood Programmes in Latin America, p 15

(17) N.S. 99, The Changing Face of Early Childhood Care and Education Programmes in Latin America, p 5

(18) N.S. 8, Some Approaches to Pre-School Education - A Resource Document, p 15

(19) N.S. 88, Early Childhood Education and Pre-School Intervention - Experiences of early childhood development and education project of Turkey

(20) N.S. 99, The Changing Face of Early Childhood Care and Education Programmes in Latin America, p 3, 11 & 12

(21) N.S. 123, Day Care Homes in Venezuela: Results of a Comprehensive Evaluation, p 3 & 4

(22) N.S. 123, Day Care Homes in Venezuela: Results of a Comprehensive Evaluation, p 7 & 8

(23) N.S. 60, Co-Operative Child Care within the Community - An innovative Colombian experiment concerning the pre-school age child, p 1-7

(24) N.S. 9, How to run a Balwadi - Sample of a do-it-yourself guide book, p 1-7